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Future Transportation Needs in the Greater Toronto Area

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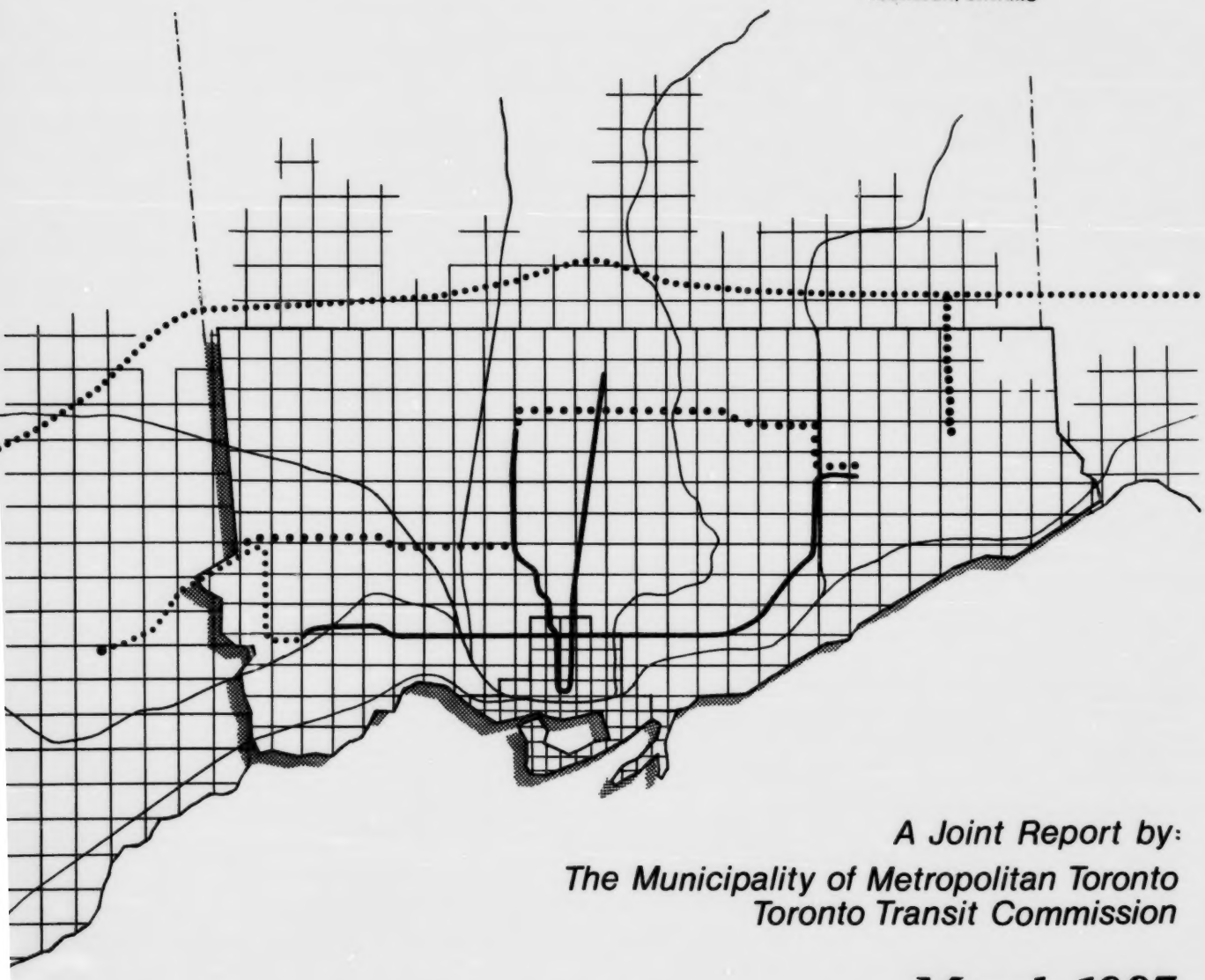

A Joint Report by:

The Municipality of Metropolitan Toronto
Toronto Transit Commission

March 1987

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A Joint Report By:

Metropolitan Planning Department
Metropolitan Roads and Traffic Department
Toronto Transit Commission

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FUTURE TRANSPORTATION NEEDS IN THE GREATER TORONTO AREA

A. INTRODUCTION:

In May of 1986 (just prior to Metropolitan Council's final consideration of the Network 2011 proposals), the Minister of Transportation and Communications advised the four regions of Metropolitan Toronto, York, Durham and Peel of the Provincial concerns respecting the movement of people and goods in the Greater Toronto Area (G.T.A.). In his letter, the Minister indicated the intent of the Province to carry out a G.T.A. transportation investment review and, within the context of this review, to establish a "process of consultation and co-operation involving the Province, municipalities, other interested parties and the public". The Deputy Minister subsequently advised the Metropolitan Chairman by letter of June 11, 1986, that the consultation process would be accomplished by a Transportation Planning Forum under the chairmanship of the Assistant Deputy Minister, Provincial Municipal Transportation. It was noted that:

> "This group of senior technical staff will review, from a planning perspective, the growth trends and major transportation issues in the G.T.A. In particular, proposed transportation solutions in municipal transit, municipal roads, commuter transit and provincial highways will be considered."

and furthermore that:

> **"Through such discussions (of the Forum) it is expected that a full regional perspective will be developed and that the Ministry will be able to recommend to government an affordable and equitable program for transportation investment."**

At its meeting of September 16, 1986, Metropolitan Council in adopting Clause No.1 of Report No.22 of the Executive Committee, recommended the establishment of a Chairman's Committee on Regional Transportation Issues,

the purpose of which is to "monitor the Transportation Planning Forum with a view to protecting Metropolitan transportation goals and funding needs". The Metropolitan Chairman subsequently advised Council that he had established such committee comprised of Alderman Maureen Prinsloo, Alderman Peter Oyler and Councillor Tom Jakobek.

The activities of the Transportation Planning Forum have recently been concluded. **The purpose of this report is to summarize and review the various reports of the Forum and its working groups, to review the findings of additional Metropolitan analyses and to present a position for Metropolitan Council to put forward to the Provincial Government with respect to the need for major investments in existing and proposed transportation facilities within the Greater Toronto Area.**

B. ACTIVITIES OF THE G.T.A. TRANSPORTATION PLANNING FORUM:

As noted above, the Forum was an organization of senior level staff from the Province, the regional municipalities of Metropolitan Toronto, York, Durham and Peel and those area municipalities most affected by the various transportation proposals. Metropolitan Toronto was represented by the Commissioner of Planning and all of the Metropolitan municipalities were also represented, in most cases by their planning commissioners. The Chairman was an M.T.C. Assistant Deputy Minister (Municipal Provincial Transportation) and the activities of the Forum were co-ordinated by M.T.C. staff, including the recording of notes for all meetings.

The Forum's main purpose as contained in its terms of reference was to "provide a forum for discussion and a medium through which technical staff advice would flow to municipal councils and the Minister with respect to major transportation investments in the G.T.A." As part of its review of various transportation proposals, the Forum was to consider "the justification of need, the substance of the supporting studies, the appropriateness of the conclusions, and the priorities recommended. Each proposal was to be reviewed in the context of broader system requirements for the G.T.A. **From the outset, it was not intended that the Forum would make decisions to implement particular initiatives nor would it always achieve consensus.** Rather it was the intent that the Forum serve as an opportunity for its members to become aware of a broader perspective on transportation considerations so that they, as individual members, could formulate advice to their Councils and to the Minister.

A total of eight meetings of the Forum were held during the six month period from July to December, 1986. The meetings were held in various locations throughout the G.T.A. and all municipalities had an opportunity to express their views with respect to the need for transportation investments affecting their own jurisdiction. Metropolitan and T.T.C. staff gave four presentations

at the second Forum meeting. The outlines of these presentations have been bound and forwarded to the Chairman's Committee under separate cover. Staff from the Cities of Etobicoke, York and Toronto made presentations to the Forum at subsequent meetings. Further to the reports presented at the Forum meetings, the Cities of North York and Scarborough, through their Works and Transportation Committees, have prepared a joint report on the Status of Implementation and Funding Issues for the Sheppard Subway.

At the second meeting of the Forum, the following four working groups were established:

1. maintenance, rehabilitation and reconstruction;
2. short term operational improvements;
3. land use/development benefits of proposed improvements; and
4. transportation benefits of proposed improvements.

These working groups were comprised of staff from each of the four regions, various area municipalities and provincial ministries, each with a co-ordinator from M.T.C. Metropolitan Toronto representation for the first two working groups was provided through the Roads and Traffic Department; for the third and fourth working groups, through the Planning Department. For various reasons, the T.T.C. staff declined to participate. Input on Toronto Transit Commission related matters was provided through either the M.T.C. Transit Office (in the case of working groups 1 and 2) or the Planning Department (for working groups 3 and 4). Numerous meetings of each working group were held during September, October and November, 1986 with progress being reported to the Forum on a regular basis.

A number of reports were produced as a result of the Forum's efforts. Two short reports were submitted by the Chairman of the Forum: a 3 page interim report dated November 14, 1986 and a 5 page final report dated December 10, 1986 (copy attached as Appendix 1). Both reports deal primarily with process and, as might have been expected, there were no

specific recommendations about which proposed transportation improvements should be implemented. The primary documentation of the Forum's activities is contained in the four working group reports.

C. REVIEW OF FORUM WORKING GROUP REPORTS:

The working group reports were made available to the Forum just prior to its last meeting from the individual co-ordinators. **As the Forum's final report notes, they "should be used with the caution that some information may be incomplete and that all members of the Forum may not endorse the contents".** It should be noted that the reports of the Maintenance Rehabilitation and Reconstruction and the Short Term Operational Improvements Working Groups, essentially stand on their own, while the Land Use/Development Benefits and Transportation Benefits reports both relate to the assessment of projects which would expand the road and transit networks. Unfortunately, the work of the Forum stopped short of integrating the findings and conclusions of the latter two working groups. This section of the report will review each of the four working group reports under the headings of methodology, summary of findings and Metro/T.T.C. staff comments.

1. Maintenance, Rehabilitation and Reconstruction Working Group

The Maintenance, Rehabilitation and Reconstruction (M.R.R) Working Group examined the current and future needs of the existing transportation infrastructure within the GTA. The group focussed their attention on the following activities:

- o Operations and Maintenance: the necessary operating and repair activities required to provide for the convenient and safe use of transportation facilities;
- o Rehabilitation: the planned restoration and repair of existing facilities to extend their life;
- o Reconstruction (or Replacement): the complete rebuilding or replacement of obsolete facilities;

The M.R.R. working group consisted of members from MTC, GO Transit, the Regional Municipalities of Durham and Peel, Metropolitan Toronto, and the Cities of Etobicoke, Toronto and Scarborough.

(a) Methodology:

The transportation modes examined during the M.R.R. working group discussions included the road and transit networks operated and maintained by the Province, the Regions and the local municipalities. This group did not consider nor review major projects which would expand the existing systems. The future M.R.R. requirements of the existing road and transit networks within the GTA were based on the following criteria:

- Roads:
  - existing operation and maintenance levels accepted as appropriate, and used as basis for future needs;
  - rehabilitation and reconstruction requirements for municipal roads consistent with current service levels;
  - rehabilitation and reconstruction requirements for Provincial roads based on MTC analysis.

- Transit:
  - based on the estimates of each agency, as supplied by M.T.C's Transit Office, which assume an annual service growth of about 2%;
  - excludes new rapid transit lines and associated rolling stock;
  - maintains current maintenance and rehabilitation levels and standards.

(b) Summary of Findings:

Upon examining each Region's individual needs the future annual expenditures for M.R.R. within the GTA were calculated; these estimates are presented in Table 1.

The future annual estimate for M.R.R. expenditures is over 1.1 billion dollars, an increase of 166 million dollars annually over existing (1985) spending. The areas of greatest need for additional funding are:

- o Municipal Transit - operations and maintenance +$74.0 million;
- o Municipal Transit - rehabilitation and reconstruction +$32.3 million;
- o Municipal Roads - rehabilitation and reconstruction +$55.0 million.

Approximately 72 per cent. of this future estimate is for operations and maintenance; the remaining 28 per cent. is for rehabilitation and reconstruction. Within the four programs of provincial spending that comprise the future estimates, the two largest expenditures will be in Municipal Transit (55 per cent.) and Municipal Roads (30 per cent.).

The M.R.R. Working Group concluded that because of the rapid growth in the 1950's and 1960's, M.R.R. expenditures on the facilities built during that time will become an ever increasing component of overall transportation spending. **Current spending does not address the M.R.R. needs of the existing system, thereby resulting in deferrals of necessary reconstruction work.** Substantial increases in spending are required based on reasonable and accepted M.R.R. standards; delaying this work will ultimately lead to excessive future costs.

Table 1.
Estimated Maintenance, Rehabilitation and Reconstruction (M.R.R.)
Needs Within the Greater Toronto Area

Program	Operations and Maintenance Total Expenditure			Rehabilitation & Reconstruction Total Expenditure			Total M.R.R. Expenditure		
	Current Spending ($ 1985)	*Future Annual Needs ($M)	Growth ($M)	Current Spending ($ 1985)	*Future Annual Needs ($M)	Growth ($M)	Current Spending ($ 1985)	*Future Annual Needs ($M)	Growth ($M)
Municipal Roads	157.8	164.0	6.2	133.3	188.3	55.0	291.1	352.3	61.2
Provincial Roads	23.3	25.0	1.7	17.7	18.4	0.7	41.0	43.4	2.4
Municipal Transit	465.0	539.0	74.0	67.8	100.1	32.3	532.8	639.1	106.3
GO Transit	106.3**	107.0	0.7	19.6**	15.2***	-4.4	125.9	122.2	-3.7
Totals	752.4	835.0	82.6	238.4	322.0	83.6	990.8	11,157.0	166.2

* Excluding System Growth (1986 dollars)
** 1986/87 Budget
*** $20,400,000.00 for 1987 and 1988

The Group also concluded that, the strategic importance of a well maintained transportation infrastructure for the social and economic needs of the Region cannot be underestimated. A properly maintained system will maintain the economic competitiveness of the GTA with other areas.

The working group made the following recommendations with respect to M.R.R. expenditures:

- it is essential that a sufficient program of operations, maintenance, rehabilitation and reconstruction of existing transportation facilities be given top priority;
- **annual expenditures of $322 million for rehabilitation and reconstruction and $835 million for operations and maintenance (total $1,157,000,000) all in 1986 dollars, are required for the next five years. This is an increase of $166 million per year;**
- in developing a program of rehabilitation and reconstruction and expansion, the overall program should consider the ability of the construction industry to supply the required service, and provide for gradual year to year changes in program size;
- System expansion should not be undertaken at expense of maintenance, rehabilitation, or reconstruction of transit or roads.

(c) Metro/T.T.C. staff comments

Metropolitan staff fully endorse the recommendations of the M.R.R. Working Group. An increased level of funding for M.R.R. activities is critical to the operations of the Metropolitan road and transit networks and the road networks of the Area Municipalities.

The Metropolitan Roads and Traffic Department has determined that the currently anticipated MTC subsidy will be insufficient, particularly between 1987-1990, to fully fund Metro's rehabilitation needs. These needs include an average of approximately $20-$30 million per year for reconstruction and resurfacing of arterial roads, $4.5 million per year for bridge maintenance and $6.3 million per year for the Gardiner Expressway special maintenance program. **If Provincial funding is not increased, there will only be sufficient funds to undertake rehabilitation work; systems development projects will have to be deferred as has been done in Metropolitan Council's approval of the 1987 Capital Works Program. The deferral of system expansion projects may ultimately affect the network's capability to accommodate additional development.**

The Toronto Transit Commission is anticipating further growth in transit ridership necessitating increased service levels and corresponding increased maintenance requirements. The lack of service level increases, (or in the extreme possible service reductions), will impact on the transit system's ability to attract new ridership including diversions from automobiles and could, ultimately, result in further congestion on the road system.

2. Short Term Operational Improvements Working Group

The Short Term Operational Improvements (STOI) Working Group was constituted based on the premise that, in addition to major capital investment, there is a need to address what can be done now to relieve congestion. The STOI Group was asked to identify and evaluate short term improvements to relieve existing congestion, which could be implemented within three years.

The STOI Working Group was comprised of members from MTC, GO Transit, the Regional Municipalities of Durham, Peel and York, Mississauga Transit, Metropolitan Toronto, the Cities of Mississauga, Etobicoke, Scarborough and Toronto and the Town of Markham.

(a) Methodology

The STOI Working Group identified candidate short term projects that were not currently funded by MTC, could be implemented within three years, had minimal risk associated with them and did not require major approvals (OMB or EAB). Projects so identified could either be stand alone initiatives or could be interim improvements to a major project.

Each region, including Metropolitan Toronto, presented possible candidate projects which were grouped into the following improvement categories:

- o intersection improvements and provision of turning lanes;
- o railway grade separations;
- o carpool lots;
- o traffic signal equipment;
- o traffic signal management;
- o accident/incident management;
- o construction management;
- o parking/stopping controls;
- o transit fare and service integration;
- o cross boundary transit services;
- o transit and road information systems.

The Working Group's report presents examples of projects in each category, and for the most part, each region had projects in all the categories.

(b) Summary of Findings

The Group reviewed the candidate projects and based on information supplied by each Region, determined that a funding level of approximately $50 million annually was required to implement all of the candidate projects. The improvements generally cover Provincial, Regional and some municipal facilities; however, because not all agencies were represented, this funding level may need to be revised higher after a complete list of possible projects is compiled.

The STOI Working Group concluded that many of the existing traffic problems within the GTA could be relieved by relatively low-cost measures that could be implemented within three years. The short term improvements identified will help optimize the utilization of existing facilities, thereby, slowing the deterioration in the service levels of the transportation systems. These types of projects may also help maintain existing levels of service while construction activities are underway to improve the existing infrastructure. Overall, although these projects have been identified as short term improvements, the initiatives generally have long term benefits.

As a result of its discussions, the working group made the following recommendations to the Planning Forum:

- The Transportation Planning Forum should recognize, and express to the MTC, the importance of optimizing the use of existing transportation facilities in the GTA.
- The Forum should recommend to the MTC, that an overall investment strategy for the GTA should include funding directed to optimization of the existing system through short term operational improvements that can be shown to

be warranted. A funding level of $50 million annually would allow the Province and Municipalities to undertake most of the improvements identified in this report within a three year period.

- o **Funding for short term operational improvements should be established as a separate block of money,** and should not be targetted to each of the four major MTC funding program areas (i.e. Municipal Roads, Municipal Transit, Provincial Roads, GO Transit).
- o The Forum should recommend to the MTC that any funding directed to short term operational improvements should address not only capital requirements, but also the need to increase the number of staff involved in managing the flow of traffic.
- o Funding directed to short term operational improvements should represent a continuing commitment to optimizing the existing transportation facilities in the GTA.

(c) Metro/T.T.C. Staff Comments

The STOI Working Group endeavoured to identify short term improvements that would optimize the use of existing infrastructure within the GTA. Through a relatively modest expenditure of $50M annually, (compared to the existing operations, maintenance and rehabilitation and future possible capital expenditures), all regions could quickly implement projects to maximize the use of the existing road and transit networks. To date, these types of improvements within Metropolitan Toronto have not received a high priority because of funding constraints.

Metropolitan staff fully endorse the recommendations of the STOI Working Group. **The types of improvements identified by the STOI Group are required within Metropolitan Toronto now that Metro's arterial road system is practically complete and relatively**

few opportunities are available for major infrastructure improvements. Additional funding from MTC for a program of operational improvements that will optimize our existing road network is therefore extremely desireable. Implementation of these types of improvements plus the implementation of transit priority measures which were not explicitly identified by the Working Group, would be of significant benefit to the T.T.C's surface transit system which is experiencing the ongoing effect of the growing congestion on arterial roads. In a recent report to the Toronto Transit Commission, T.T.C. staff estimated that the annual cost of providing additional vehicles in 1986, due only to congestion, was approximately $212,000.

The Roads and Traffic Department is currently reviewing opportunities within Metropolitan Toronto to implement short term operational improvements in an effort to maximize the benefits to both the existing road and surface transit networks. In particular, the Department supports the implementation of intersection improvements through the provision of right and/or left turn lanes, which in many cases could be a more cost effective alternative than the total widening of an arterial road. The Provincial government should explicitly recognize the high potential return in terms of improved operations from investment in this area and allocate funds to these types of projects separately from the four existing M.T.C. funding program areas. While a $50 million program would be appropriate to start with, further work would be required to determine the desired level of funding.

3. Land Use/Development Benefits Working Group

The report of the Land Use/Development Benefits (LU/D) Working Group was presented in draft form only, since members of the group did not have an opportunity to review or approve its contents. The content

of the report is intended to reflect an aggregate perspective of the members of the group. This Working Group included representatives from the MTC, the Ministry of Municipal Affairs, the Management Board, the Regional Municipalities of Durham, Peel and York, Metropolitan Toronto, the Cities of Mississauga, Etobicoke, North York, Scarborough, Toronto and York and the Borough of East York.

(a) Methodology

The working group approached the subject of Land Use/Development benefits by trying to focus the discussions on areas of importance to the GTA, and then from these areas, develop screening criteria to determine projects considered of high importance. The following were presented by the group as elements of importance to the region:

- o Economic Forces
  - continuing service sector growth;
  - rapid growth of "high tech" industries;
  - "internationalization" of manufacturing/commerce;
  - "networking" of communications;

- o Challenge
  - maintain and enhance international competitiveness of the Region.

- o Land Use Support
  - viability of downtown Toronto;
  - growth of sub-centres;
  - importance of the airport;
  - revitalization of older industrial areas;
  - relationship of Regions with the core; and
  - responsiveness to changing industrial practices.

- o Past, Current and Future Growth and Distribution of Population and Employment with the Region
  - population growth in the GTA will occur almost exclusively in Durham, York and Peel; little or no growth is expected within Metro;
  - employment growth will be evenly divided between Metro, Peel and York/Durham.

- o Centres
  - employment centres are located within each Region of the GTA,
  - Metro - CBD, North Yonge, Scarborough City Centre, Kipling/Islington;
  - Peel - Port Credit, City Centre, Airport, Meadowvale, Brampton;
  - York - Unionville, Highway 7/Highway 404, Richmond Hill;
  - Durham - Pickering, Ajax, Oshawa.

The transportation projects evaluated by the LU/D group were screened by criteria developed to reflect three levels of land use/development effects, the direction, nature and size of the effects and risk factors such as timing, growth, etc.

These criteria included, the compliance with Regional/Inter-Regional and Provincial Policies and Plans, Urban Form (downtown sub-centres, commercial/industrial parks), impact on new or existing corridors of development and the timing/completion (risk) of the development.

Based on a review of the projects the group screened and ranked the transportation projects. The initial screening was based on qualitative indicators of perceived benefits and any quantitative

benefits identified by proponents of the project. An overall group consensus was not achieved, nor was it possible to determine a given projects value in this screening process. Projects were screened into four (4) groups - High; Medium to High; Medium and Low.

Following the initial screening, projects which were considered 'high' were then ranked in each of the following categories; relative ranking within municipality; relative ranking of segments within a corridor by major facility; ranking of projects by type of land use/development benefits; and ranking by timing of completion. Table 2 shows the ranking of projects by each of the Area Municipalities within Metropolitan Toronto.

(b) Summary of Findings

The LU/D Working Group report presented a series of tables ranking the highly rated projects according to the above criteria. The group did not succeed in consolidating these tables into one final ranking.

The LU/D Working Group concluded that economic forces and challenges in this region must be met and the region's international competitiveness enhanced. Appropriate transportation infrastructure expansion and improvement should keep pace with the growth of the region, with transportation strategies addressing specifically how to maintain the growth of the C.B.D., other centres, new land development and redevelopment.

The LU/D report provides a choice of transportation projects ranked by high benefits; by municipalities preference; by segments of major facilities; by type of land use/development and

Table 2

Priority/Ranking of Projects

By Metropolitan Toronto Area Municipalities

1.	TORONTO	1. -	Front Street
		2. -	Gardiner Widening
		3. -	GO Transit Incremental Expansion
			Milton
			Richmond Hill
2.	SCARBOROUGH	1. -	Sheppard Subway - Yonge to Victoria Park
		2. -	401 C/D - Neilson Road Easterly
		3. -	Sheppard Subway - Victoria Park - S.C.C.
3.	NORTH YORK	1. -	Sheppard Subway - Yonge to Victoria Park
4.	EAST YORK	1. -	Leslie Street Extension
5.	YORK	1. -	Eglinton RT - Spadina - Scarlett Road
		2. -	Eglinton RT - Scarlett Road - Metro Boundary
6.	ETOBICOKE	1. -	Kipling Station
		2. -	Mississauga Busway to Kipling Station
		3. -	Six Points Interchange
		4. -	Highway 427 to Highway 407
		5. -	Eglinton RT - Metro Section

by timing of completion. These choices represent more the views of individual municipalities than the whole working group. **The working group did not find it possible to provide an overall priority on each of the transportation projects. The group's observations reflected the view that the development of priorities and/or trade offs was the Provincial Government's responsibility.** They also identified that additional factors should be considered in developing a transportation investment strategy such as: relative level of accessibility, equitable distribution of benefits, cost/benefits, strategic support of centres, transit use, and gateways.

(c) Metro/TTC Staff Comments

Metropolitan staff have reviewed the draft report of the LU/D working group have no disagreements with its contents. The fact that the Working Group was unable to reach firm conclusions on the relative importance of the transportation projects is understandable. This reflects the difficulties of quantifying the land use benefits of major transportation proposals and of aggregating the individual ratings of land use and development factors within each Region for inter-regional facilities.

Staff have also reviewed and generally support the priorities of the Metropolitan Toronto Area Municipalities as contained in the working group report. Staff forwarded to the LU/D Working Group Co-ordinator a list showing the ranking of major projects from a Metropolitan land use benefit perspective; this list is presented on Table 3. The major Metropolitan transportation projects can be classified as serving at least one of three important functions: service to the Central Area; service to the Metropolitan Centres; and improved overall accessibility.

Table 3.

Ranking of Transportation Improvements from a Metropolitan Toronto Land Use Benefit Perspective

As presented to Land Use Benefits Working Group

1. Major Improvements for Suburban Centres
    - o Sheppard subway
2. Major Improvements for Central Area
    - o Front Street extension
    - o Gardiner widening
    - o Incremental GO Rail Improvements
3. Intermediate Improvements for Suburban Centres
    - o Mississauga busway to Kipling Station
    - o Sheppard Avenue widening
    - o Kipling Station improvements
    - o GO Rail - Milton
4. Improvements for other Suburban Development
    - o Eglinton R.T.
    - o Leslie Street extension
    - o Hwy 27 widening
5. R.T. Improvements within Central Area
    - o Spadina L.R.T.

The level of existing and committed development within the Central Area will place increasing pressure on the existing road and transit networks. As will be shown later in this report, a significant proportion of the future travel demand will be from outside the Metro boundaries, particularly to the west from Peel and Halton. As a result, the major improvements proposed to serve the Central Area, the Front Street Extension/Gardiner Expressway widening and incremental GO Rail improvements, are planned to accommodate this growth in inter-regional travel demand.

An important policy of the Metropolitan Official Plan is to support development of 'Major' and 'Intermediate' Centres located along rapid transit lines. These centres will be focal points of business, government and community activity while also serving as transportation hubs for local surface transit. The development of Centres will encourage not only the re-distribution of employment growth away from the Central Area, (which over time, will result in fewer infrastructure improvements needed to serve the downtown), but also the concentration of suburban employment growth at strategic locations along the rapid transit network. A corollory to this is, that lack of support for the Centres will hinder their development and employment growth will further concentrate in the Central Area requiring additional major transportation facilities into the Central Area to serve this development, or alternatively locate in widely dispersed sites not amenable to being served by transit. **From a land use/development perspective the Sheppard subway clearly is the most important improvement to be made as it will act as a further stimulus for development of the North Yonge and Scarborough City Centres (the two major designated centres) in accordance with the policies in the Metropolitan Official Plan.**

The Mississauga busway connection to Kipling Station will also contribute significantly to the deconcentration policy by providing improved access to the Kipling/Islington Centre and the Mississauga City Centre.

It should be noted that the employment centres beyond Metro's boundaries, with the exception of the Mississauga City Centre, are not expected to be of the same scale as the designated centres within Metropolitan Toronto. They will generally consume more land at significantly lower densities and will be predominantly automobile oriented.

4. Transportation Benefits Working Group

At the outset the Transportation Benefits (TB) Working Group sought to identify candidate projects which currently are not included in a Region's 5-year capital works program, which are of regional or inter-regional significance and which are intended to be implemented (or implementation started) within 5 years. While initially intended to identify current major unfunded projects, the list grew to include some 150 projects, including projects in the 5-year capital programs for which no funding commitments had been made. Essentially, the list became a wish list of each agency with the implementation of many of the projects proposed for beyond the 5-10 year time horizon.

The Transportation Benefits Working Group included representatives of MTC, the Ministry of Municipal Affairs, GO Transit, the Regional Municipalities of Durham, Peel and York, Mississauga Transit, Metropolitan Toronto and the Cities of Mississauga and Scarborough.

(a) Methodology

The list of projects presented by each agency were sorted into 5 transportation problem categories to reflect the intended purpose

of the project (some projects had two problem categories assigned as required):

(i) Needs within each Region;
(ii) Needs to/from the Regions to Downtown Toronto;
(iii) Needs to/from the Regions to Metropolitan suburbs;
(iv) Needs between the Regions; and
(v) Needs within Metropolitan Toronto.

Each project was then described by the proposing agency according to a set of possible project characteristics. These characteristics included capital costs, future travel projections, and statements reflecting how the project contributed to solving over-crowding, improving transit ridership, enhancing freight movements, improved accessibility, mode choice and network integration.

A review of the projects indicated that many had similar overall characteristics and, as a result, could be grouped into 2 major areas, individual projects (high cost and financial impact, inter-regionally significant and each would have a major impact on network development) and grouped projects (lower cost, mainly of local significance, and would provide support for inter-regional systems). These 'Grouped' projects were further subdivided into functional areas (i.e. existing capacity deficiencies, future capacity deficiencies, missing links, safety and gateways).

In order to evaluate and rank all of the projects, the Working Group members reviewed the project characterization sheets for each project. For the grouped projects, members ranked each project on a 5 level scale from high to low, based on this information. The individual projects were ranked based on the same data sheets, a measure of cost efficiency and subjective

pros and cons of each project. Cost efficiency was calculated using a simplified expression dividing total capital cost by the product of the project length and peak hour passenger increase.

(b) Summary of Findings

The Working Group concluded that fare and service integration will be an essential framework for the improvement of inter-regional transit services within the G.T.A.

The Working Group report made the following comments with respect to the projects under evaluation:

- **Individual Projects**

  six of nine considered highly worthy for early implementation:

  - Front Street/Gardiner Widening
  - Rutherford Road/16th Avenue widening in the Region of York
  - Eglinton Avenue widening in Mississauga
  - Mississauga bus connection to Kipling Station (Phase I of future busway from Mississauga City Centre)
  - sections of Highway 407
  - selective expansion of the GO Rail system as a general improvement

  three were considered of significantly lesser priority:

  - Sheppard Subway
  - Eglinton Busway
  - Downtown Relief Line

- **Grouped Projects**

  - **16 of 32 existing capacity deficiencies were rated high;**
  - 6 of 25 future capacity deficiencies were rated high;
  - 3 of 14 missing links were rated high

- 5 of 10 grade separations were rated high;
- 1 of 6 projects identified as 'gateway initiatives' was rated high; overall the gateway concept was considered highly worthy of future consideration;
- 5 of 14 committed projects were considered of high priority for implementation earlier than currently proposed (all Provincial highways);
- 15 additional projects were identified where further planning studies were considered highly important.

In these areas, 13 of the 36 highly rated projects (as described in Table 4), are within Metropolitan Toronto.

In addition to the evaluation of specific projects, the following areas were identified for further analysis: integration of transportation and land use factors; feasibility studies on GO Rail system expansions; ridership forecasts for GO Rail systems; and overall network benefits

(c) Metro/TTC Staff Comments

As noted earlier in the discussion of the Short Term Operational Benefits Working Group, Metropolitan staff concur with the group's observations on the importance of selective fare and service integration between transit operations within the GTA. **The success of many of the inter-regional transit projects put forward in the GTA Forum discussions are conditional on the successful implementation of fare and service integration.** However, prior to implementation, the issue of the financial arrangements between the various agencies must be resolved.

The results of the Working Group's discussions with respect to the grouped projects are straight forward and reflect the overall concern of the GTA's Regions for the current lower level of funding for basic road network improvements. **The importance**

Table 4.

Highly Rated Grouped Projects

Within Metropolitan Toronto

Existing Capacity Deficiencies

Don Mills Road Widening (York Mills - Overlea)
Highway 404 Widening (Sheppard - Major Mackenzie)

Future Capacity Deficiencies

Sheppard Avenue Widening (Allen - Leslie)
Bloor Street Widening (Aberfoyle - Dunbloor)
Spadina L.R.T. (Bloor - Queen's Quay)

Missing Links

Finch Avenue Extension (Islington - Albion)
Leslie Street Extension (Eglinton - Bayview)

Grade Separations

Sheppard Avenue East - CNR Uxbridge Subdivision
Finch Avenue East - CNR Uxbridge Subdivision
Steeles Avenue East - CNR Uxbridge Subdivision

Gateways

Kipling Station Inter-Regional Bus Terminal

Committed Projects - Earlier Implementation Requested

Highway 401 Traffic Management System (427-404)
Highway 404 Core/Collector Widening (Neilson - Brock)

placed on the highly rated projects in these groupings is a clear message to the Ministry of the need to improve the basic capital funding for arterial roads in the GTA. Metropolitan staff have previously indicated the effect of decreasing Ministry subsidy for road improvements and we concur with the Working Group's conclusions in this regard.

The most contentious projects discussed within the Benefits Working Group were the individual projects. These projects were contentious because of the nature of the grouping; i.e. high-cost projects of inter-regional significance. The Transportation Benefits report characterized the discussions of the group as focusing on inter-regional transportation. Unfortunately, the actual focus of the group was mainly on intra-regional benefits or disbenefits of the particular project in question. This result was predictable given that the objectivity of each representative was compromised due to the need to support their own Council's position with respect to the projects. Although the Committee members tried to look at the GTA as a whole, and, therefore, the transportation benefits accruing as a whole to the GTA, local biases undoubtedly played a significant role in the Committee discussions.

Notwithstanding the nature of the Committee's discussions, staff are concerned with the evaluation of the individual projects, as the focus of this evaluation was on one major criterion. The major criterion used, and its significance as demonstrated by its prominence in the report, was the cost efficiency of the project.

As noted earlier, this index was calculated as follows:

$$\frac{\text{Capital Cost}}{\text{Project Length x Peak Hour Passenger Increase}}$$

and it was used as an easily calculated factor to try to represent the cost per unit benefit of each project. The attempted use by the group of a cost/benefit factor reflects the importance of receiving maximum benefit from a project for the dollars expended. However, the calculation of the benefits derived from any project is complex and the calculation used by the Transportation Benefits group is too simplistic and has a number of major shortcomings including:

- o no recognition of non-peak direction passenger or vehicle flows;
- o no recognition of off-peak period passenger or vehicle flows;
- o does not include operating cost or possible operating cost savings which can be significant for transit projects;
- o was not applied consistently to road and transit projects:
  - road lane capacity increases used;
  - transit forecast ridership increases used;

While this index was adequate as a "ball park" indicator of cost effectiveness, the above problems essentially invalidated its use as a meaningful single criterion for evaluating major transportation projects. Unfortunately, the Committee's report has placed a high degree of emphasis on this factor and, therefore, the report's conclusions with respect to the effectiveness of the individual projects are suspect.

From a Metropolitan staff perspective, the use of this criterion to make judgements of the transportation benefit of a project cannot be supported. Within Metropolitan Toronto, the urbanization process is almost complete, therefore, most projects identified to improve the urban infrastructure tend to be very expensive to construct. Also, because Metropolitan Toronto is essentially built up, there are very few options, if any, available within specific

corridors to increase network capacities. As a result, **when comparing projects within and beyond Metropolitan Toronto using a simplistic indicator of cost effectiveness, the marginal cost of additional capacity will generally be much more expensive within Metro than in growing Regions.** This was particularly true for the major road projects within Metro (Gardiner Expressway widening, Front Street extension and Leslie Street extension), and for the Sheppard subway where severe environmental and traffic impacts led to the conclusion that the line must be underground.

In assessing the performance of the four working groups, it is clear that the results of the MRR and STOI Working Group are straight forward and, therefore, could easily be incorporated by the MTC into a regional strategy for the maintenance and enhancement of the existing GTA transportation infrastructure. The Land Use/Development and Transportation Benefits Working Groups' results however, cannot easily be translated into an overall regional strategy for major transportation improvements because the efforts of these individual working groups were not conclusive nor did the Forum attempt to synthesize the results of these separate evaluations or provide a comprehensive assessment of projects based on the total (transportation and land use) benefits. As a result, it was not possible for the Forum to reach a consensus on an overall implementation strategy for investments in the expansion of the road and transit networks within the G.T.A.

D A REGIONAL PERSPECTIVE

The key aim of the Forum consultation process was to develop a regional perspective on economic and land use trends, transportation pressures and the benefits and costs of various road and transit proposals. In this regard, the Forum was only moderately successful. This was primarily due to the fact that the working groups reviewing land use/development benefits and transportation benefits, because of time constraints, undertook no new comprehensive network analysis, but rather relied on the analyses and studies of each of the participating agencies. The purpose of this section of the report is to present a regional perspective in terms of both population, employed labour force and employment growth and the resulting growth in travel demand.

1. Population, Employed Labour Force and Employment Growth

The following set of tables and figures was prepared in order to give an overall perspective on projected changes in characteristics within the Metropolitan Region in the next 25 years. These illustrations are all based on the most current set of projections (M1-86) which have been generally accepted by all Area Municipalities within Metro and the neighbouring Regional Municipalities.

Figure 1 shows the population growth for each of the five Regions in the Metro Region by ten year periods from 1971 to 2011. **Metropolitan Toronto's population is expected to only grow marginally in this time period, but will still remain more than double the size of any other region as shown in the following summary table.**

Table 5.

POPULATION BY REGION, 1981-2011

	1981		2011 PROJECTIONS		30 YEAR GROWTH	
	Absolute	%	Absolute	%	Absolute	%
Metro	2,137,395	(62.5)	2,194,000	(47.0)	+56,600	(4.5)
Durham	283,639	(8.3)	458,900	(9.8)	+175,200	(14.0)
York	252,053	(7.4)	613,300	(13.1)	+361,200	(28.9)
Peel	490,731	(14.4)	1,034,800	(22.2)	+544,100	(43.5)
Halton	253,883	(7.4)	368,400	(7.9)	+114,500	(9.1)
Total	3,417,701	(100)	4,669,400	(100)	+1,251,600	(100)

Figure 2 shows the expected growth in employed labour force by Region by ten year periods from 1971 to 2011. The pattern is very similar to that of the population growth except for Metropolitan Toronto where the employed labour force is projected to be only marginally larger in 2011 than in 1981. This is because the employed labour force only grows to 1991 and is then expected to decline constantly to 2011. This factor and its implications will be discussed later in this section. The following table summarizes the growth in employed labour force by region.

Table 6.

EMPLOYED LABOUR FORCE BY REGION, 1981-2011

	1981		2011 PROJECTIONS		30 YEAR GROWTH	
	Absolute	%	Absolute	%	Absolute	%
Metro	1,157,990	(63.7)	1,175,200	(47.9)	+17,200	(2.7)
Durham	136,340	(7.5)	218,400	(8.9)	+82,100	(12.9)
York	128,700	(7.1)	311,400	(12.7)	+182,700	(28.8)
Peel	263,415	(14.5)	563,600	(23.0)	+300,200	(47.4)
Halton	131,050	(7.2)	183,000	(7.5)	+51,900	(8.2)
Total	1,817,495	(100)	2,451,600	(100)	+634,100	(100)

In examining the changes in the Employed Labour Force (ELF) distribution from 1981 to 2011 Metropolitan Toronto's share is expected to decline from 63.7% of the total G.T.A. in 1981 to 47.9% in 2011.

The projections for the surrounding four regions all show a marked increase with the greatest being in Peel, increasing from 14.5% in 1981 to 23% in 2011, and York Region increasing from 7.1% to 12.7%.

Projected growth in employment by 10 year period for each region, is illustrated in Figure 3. **Unlike the employed labour force which showed a drop after 1991 and the almost zero growth in population, employment in Metropolitan Toronto is expected to continue to grow throughout the projection period, as illustrated.** Table 7 summarizes employment growth over the 30 year period.

Table 7.

EMPLOYMENT BY REGION, 1981-2011

	1981		2011 PROJECTIONS		GROWTH	
	Absolute	%	Absolute	%	Absolute	%
Metro	1,240,000	(69.8)	1,485,600	(57.9)	+245,600	(31.1)
Durham	103,160	(5.8)	170,100	(6.6)	+67,000	(8.5)
York	105,945	(6.0)	276,800	(10.8)	+170,800	(21.7)
Peel	227,086	(12.8)	482,600	(18.8)	+255,500	(32.4)
Halton	99,755	(5.6)	149,800	(5.9)	+50,000	(6.3)
Total	1,775,946	(100)	2,564,900	(100)	+788,900	(100)

The projections show more growth within Metropolitan Toronto than in any other region except Peel. Metro's growth is approximately 245,000 from 1981 to 2011 and Peel's is 255,000. The overall G.T.A. growth from 1981 to 2011 is expected to be close to 800,000 jobs.

Figure 4 illustrates the significant problem in commuting that is expected into Metropolitan Toronto due to employment in Metropolitan Toronto growing continuously, while the employed labour force is only growing to 1991 and then declining. While the 2011 employed labour force in Metropolitan Toronto is greater than the 1981 figure, the impact of the projected decline between 1991 and 2011 increases the disparity between the small net growth of employed labour force and the significant continuous growth of employment. As the figure shows, the spread between the two Metro figures is well over 300,000 by 2011 which clearly implies the growth of work trips which are required into Metropolitan Toronto from the surrounding regions. Within these regions there will be significant growth in both employment and employed labour force, but there will be greater growth in the employed labour force resulting in the surplus labour force working in Metro.

Figures 5 and 6 show the age distribution of the population within Metropolitan Toronto (5) and the surrounding regions (6). The crucial factor to note here is that the main labour force age group, 25-44, in Metro is declining sharply, along with the two younger groups. Within Metro the 25-44 age group declines in actual numbers from a high of 760,000 in 1991 to 534,000 in 2011. The per cent. changes are even more dramatic. Whereas in 1981 30.4% were in this age group and then 34.8% in 1991, by 2011 it drops to 24.4%. In the surrounding regions this aging process has not yet had a significant impact because of the great increases in migrant population but, in fact, from 1991 to 2011 the 25-44 year old age group, although growing in numbers, is expected to drop in percentage terms from 34.5% to 29.8%.

Figures 7, 8 and 9 illustrate the 1981 and 2011 population employed labour force and employment figures respectively on a 35 district basis for the G.T.A. These figures show more precisely where the major growth is expected to take place. Figures 7 and 8 generally indicate

the same pattern of growth in population and employed labour force. Within Metropolitan Toronto major growth is restricted to the Toronto Central Area, while beyond Metro's boundaries, major growth is evident for most districts. Figure 9 shows that employment growth in the G.T.A. is expected to be greatest for the Toronto Central Area (almost 90,000 jobs), while many other districts in Metro experience significant growth. Outside Metropolitan Toronto, districts 22, 23 and 31 in Mississauga, districts 34 and 35 (Brampton) and districts 27, 28 and 29 (south York Region) are expected to capture the majority of suburban employment growth.

It should be stressed that the foregoing discussion is based on a single set of projections which are the Department's best estimate at this time, but are subject to ongoing review and revision. Should a number of circumstances change (such as a relaxation of the current Provincial rent control policies, an increase in immigration levels, or a relaxation of local By-laws to allow greater use of existing housing stock), it would not be unreasonable to consider another scenario which would show significant population growth within Metropolitan Toronto, growth which could be largely accommodated by services (both hard and soft) which are now in place. Such a scenario would have quite different regional transportation implications, the main differences being less cross boundary travel, less travel within the regions and more travel within Metropolitan Toronto where a higher use of transit would result. It should also be noted that the distribution of population and employment growth will be influenced to some extent by decisions that are made to implement major transportation improvements.

2. Growth in Travel Demand

To gain the necessary regional perspective on future travel demand and growth in travel demand to the year 2011, Metro and TTC staff have reassessed two analyses previously undertaken. The findings are presented in the following sub-sections.

(a) Census Journey-to-Work Data

Figure 10 illustrates to scale the 1981 journey-to-work flows over a 24 hour period between each of the regions and notes the total number of internal work trips within each region (i.e. work trips which have both the origin and destination in the same region). It can be seen that the flows between the regions are dominated by the inbound flows to Metropolitan Toronto, about half of which are orginating from Peel and about one quarter from York. The flows between regions other than Metro are small in comparison, with the exception of trips from Halton to Peel. Similarly the trips completely internal to each region are relatively small for the Regions of Peel, York and Durham (140,000; 59,000; and 100,000 respectively) compared to the number of internal work trips (over 1 million) within Metropolitan Toronto.

From the distributional relationships observed in 1981 and the projections of employed labour force and employment, both the inter-regional flows and internal trips (within each region) have been estimated for the year 2011. These are illustrated in Figure 11. The estimated flows for 2011 between the regions show generally the same dominance of Metropolitan Toronto destined trips as observed for 1981. As in 1981, Peel has the greatest flow into Metropolitan Toronto followed by York, Durham and Halton. In terms of proportionate growth, however, **inbound flows across the Metropolitan boundary from Halton, Peel and Durham have all roughly doubled, while flows from York have almost tripled.** Again flows between Peel and York and between York and Durham are relatively small. **While internal work trips within Peel, York and Durham have increased significantly, and within Metropolitan Toronto have declined marginally, the number of trips within Metropolitan Toronto is still more than 50% greater than the sum for the three regions.** Figure 12 highlights the 30 year growth in 24 hour work trips for the same movements shown in Figures 10 and 11. The growth in 24 hour work trips destined to Metropolitan Toronto is summarized in Table 8 following.

Table 8.
24 HOUR WORK TRIPS DESTINED
TO METROPOLITAN TORONTO 1981-2011

From	1981 Absolute	%	2011 PROJECTIONS Absolute	%	30 YEAR GROWTH Absolute	%
Halton	18,200	(1.5)	34,600	(2.5)	+16,400	(10.6)
Peel	105,700	(8.4)	198,900	(14.1)	+93,200	(60.2)
York	59,500	(4.7)	153,000	(10.9)	+93,500	(60.3)
Durham	35,400	(2.8)	68,200	(4.8)	+32,800	(21.2)
Sub Total from beyond Metro	218,800	(17.4)	454,700	(32.3)	+235,900	(152.3)
From Metro	1,034,000	(82.6)	953,000	(67.7)	-81,000	(-52.3)
Total	1,252,800	(100)	1,407,700	(100)	154,900	(100)

Key highlights are as follows:

- o total growth in work trips is about 236,000 from Halton, Peel, York and Durham to Metropolitan Toronto;
- o growth from the west (Peel and Halton) will be about 110,000 trips while growth for York represents the majority of the remainder (some 93,000 trips);
- o while a modest decline in internal work trips within Metropolitan Toronto is expected to 2011, these trips will still represent more than 2/3 of all work trips destined to Metropolitan Toronto.

Table 9, which follows, summarizes the growth in internal work trips for each of the surrounding four regions:

Table 9.

24 HOUR INTERNAL WORK TRIPS

BY REGION (EXCLUDING METRO TORONTO) 1981-2011

	1981		2011 PROJECTIONS		GROWTH	
	Absolute	%	Absolute	%	Absolute	%
Halton	73,500	(19.7)	107,500	(14.8)	+34,000	(9.7)
Peel	140,000	(37.6)	331,500	(45.8)	+191,500	(54.6)
York	59,000	(15.8)	137,000	(18.9)	+78,000	(22.2)
Durham	100,000	(26.9)	148,000	(20.5)	+48,000	(13.5)
Total	372,500	(100)	724,000	(100)	+351,500	(100)

It can be seen that the total growth in work travel within these regions is approximately 350,000 daily trips. When growth in work travel from these Regions to Metropolitan Toronto is considered (235,900 from Table 8), **it is estimated that of the total work travel generated by new labour force in the regions, about 40% involves Metro-destined trips.**

Looking at the total number of 24 hour work trips in the entire G.T.A., 77% of these in 1981 had either the origin or the destination (or both) in Metropolitan Toronto. **While this percentage is estimated to decline to 67% in 2011, two out of every three work trips in the G.T.A. will still involve travel within Metropolitan Toronto.** Furthermore, it should be noted that the number of 24 hour work trips with either the origin or destination (or both) within Metropolitan Toronto, increases by 15% over the 30 year period.

(b) A.M. Peak Hour Spider Networks

While the analysis of journey-to-work data from the Census is an excellent means of gaining a broad overview of the changes in

travel demand, the need for new and improved transportation facilities is primarily based on an assessment of expected conditions during weekday peak hours. The Planning Department's computerized travel demand model has been developed for this reason. To present a simplified visual impression of what existing and future peak hour person flows (and the growth) look like on a regional basis, a 'spider' network has been built for the a.m. peak hour.

A spider network is a hypothetical transportation network which links together in straight lines the centroids of a number of large districts (the 16 major planning districts have been used within Metropolitan Toronto). The assigned trips to this network represent an approximation of travel desires. These trips are total person trips; they have not yet been split by mode into auto, transit or commuter rail trips. Observation of spider networks can indicate generally where the main corridors of travel exist or, when compared with future projections, where the main corridors of growth are expected. Figure 13 shows a 1981 spider network for the G.T.A. This represents a good approximation of the existing situation and provides a basis for comparison with the 1981 Census journey-to-work analysis. The 2011 a.m. peak hour flows have been assigned to exactly the same network in Figure 14. Whereas in Figure 13, the Metro boundary pretty well enclosed the links of moderate to heavy travel, this is not the case in Figure 14. The moderate to heavy assigned links have spread primarily to the west of Metro but also to some extent, to the north. The 30 year growth between 1981 and 2011 is more clearly shown in Figure 15. This demonstrates the following:

- widespread and significant growth in Mississauga and Brampton;

- o significant growth across the west and north Metro boundaries, the latter concentrated in the Yonge Street corridor;
- o significant growth into the Central Area of Toronto (P.D.1), heavily concentrated from the west, and to a lesser extent, the northwest and north.

With respect to the latter point, it is interesting to note that the corridors of major growth correspond quite closely with the Lake Shore West, Milton, Georgetown and Richmond Hill GO rail lines. Also interesting to note is the fact that, while some growth shows in the Highway 407 corridor north of Steeles Avenue, this is not that significant compared to growth in Peel Region.

E. THE URBAN STRUCTURE CONTEXT FOR TRANSPORTATION PLANNING IN THE G.T.A.

At present the Province does not have a formal structure plan for the G.T.A. The Province however has assigned to Metropolitan Toronto and the surrounding Regions the responsibility for developing their own regional structure plans to which local official plans are to conform. In the case of Peel and York, these regional plans have not yet been approved, but draft versions are in place which basically reflect the goals and objectives of the local municipalities. **Despite the lack of a G.T.A. structure plan, the Province clearly influences the urban structure of the Toronto region through its decisions and funding programs with respect to new 'hard' services and in particular transportation facilities.**

1. The Metropolitan Official Plan

Metropolitan Toronto, the central regional municipality in the G.T.A., had its Official Plan approved by the Minister of Municipal Affairs and Housing on October 10, 1980. **A fundamental aim of the Plan is to create a multi-centred urban structure by promoting the development of 'centres' located along rapid transit facilities, while sustaining growth in the Central Area of Toronto.** The benefits of these centres include the following:

- optimization of the use of existing capital intensive rapid transit facilities by encouraging reverse flow in rush hours;

- encouragement of employment growth, particularly office development in centres, where public transit use will be high (95% of net employment growth within Metropolitan Toronto to the year 2011 will be in the service sector in offices; 35-50% are expected to locate in centres and in close proximity to other suburban subway stations);

- o provision of 'city' benefits in suburban areas through development of major multi-use centres serving large areas; and
- o encouragement of the use of the transit system for more than work trips (e.g. shopping, entertainment, medical and financial services).

The promotion of centres called for the improvement and restructuring of the surface transit system to serve centres and for further on-going studies to determine if the existing centrally oriented rapid transit system should be expanded into a grid network. **The Plan policy of promoting centres carries with it an obligation to take initiatives to improve public transit service to the centres.** With the approval of the Network 2011 strategy by Metro Council, these on-going studies have now been completed. Furthermore, an official plan amendment has been approved by Council to designate a proposed Sheppard subway (between the extended Spadina subway and the Scarborough Town Centre) and a proposed Eglinton West rapid transit line (from the Spadina subway to Renforth Drive).

The two major multi-use centres now designated in the Official Plan are the North York and Scarborough City Centres, both of which would be served by the proposed Sheppard subway. The existing employment in the North York and Scarborough City Centres is 16,500 and 12,000 respectively, while the area municipal plans permit up to 60,000 and 70,000 respectively. In the case of the North York Centre, the limit is currently capped at 48,000 pending the results of a study of the Uptown (Finch) area now underway. Comprehensive transportation studies were undertaken by Metropolitan, T.T.C. and Area Municipal staff for both centres. For the North York Centre, it has been determined that the employment limit which could be supported without an east-west rapid transit line, is approximately 36,000-40,000. The transportation plan for Scarborough City Centre, which at that time did not include the Sheppard subway, provides for an employment of 45,000 on the

assumption that a 55% transit modal split can be achieved. It is the opinion of Metro and T.T.C. staff that a modal split at approximately 45% is more realistic for the Scarborough City Centre at the 45,000 employee level and that the achievement of a 55% transit modal split will be dependent on the provision of additional rapid transit service such as the Sheppard subway. It is therefore estimated that the size of the centre would be limited to approximately 32,000-36,000 without such additional rapid transit service based on the constraints of the future road system.

In both cases the future capacity of the road systems will be the major constraint in the development of the centres. The construction of the Sheppard subway together with the recommended road improvements in the Sheppard/Finch corridor, would provide sufficient capacity and additional accessibility to allow the North Yonge Centre to achieve the employment target identified in the local official plan. The extension of the Sheppard Subway to the Scarborough City Centre, plus additional road network improvements (as yet not determined) should permit the development of the Centre up to the target identified in Scarborough's Official Plan.

2. A Suggested Strategy for the Urban Structure of the G.T.A.

Based on the Metropolitan experience in developing an official plan, it is suggested that a major goal for any reasonable strategy for development within the G.T.A. would be as follows:

> **to provide for the rational distribution of population and employment so as to minimize the need to travel, but accepting the economic interdependence of the municipalities within the G.T.A., to provide the necessary linkages between major residential and employment areas.**

Objectives for minimizing the need for travel would include:

- o provision for even distribution of housing types to meet the needs of all income levels and all family compositions;

- o provision for reasonable distribution of industrial and other employment areas throughout the G.T.A.; and
- o provision for centres of varying scale throughout the G.T.A. to satisfy the needs of residential development.

With respect to providing the necessary linkages, a key objective might be as follows:

- o **provision for a private and public transportation network throughout the G.T.A., but with particular emphasis on access to major facilities which serve the entire area or large parts of the area (e.g. the Central Area, other centres and major employment nodes, regional recreational facilities, regional shopping facilities and special activity centres such as Harbourfront).**

To achieve the above objectives, particularly with respect to encouraging the use of public transit, key policies could be developed as follows:

- o encouragement of residential development at higher densities with a mix of housing types;
- o development of activity areas concentrated in centres;
- o intensification of land uses to benefit from existing infrastructure;
- o support for the viability of the Central Area for the economic well-being of the entire G.T.A.
- o development of densities at focal points which can justify high order public transit facilities and which can allow increased access to service facilities and amenities; and
- o provision of transportation facilities to accommodate newly urbanizing areas bearing in mind the need to support new development opportunities, but also the need to structure that growth.

Policies with these themes are now included in the Metropolitan Official Plan and would serve the Province well in providing a basis for sound decisions with respect to transportation investments in the G.T.A.

3. A Continuing Process for Transportation Planning in the G.T.A.

Based on the experience of the Land Use/Development Working Group, the absence of a comprehensive structure plan for the G.T.A. with broad goals and objectives makes it difficult, if not impossible, to assess major transportation facilities from a land use/development perspective. Assuming this situation is to remain, **it is imperative that some formalized process be established whereby municipal planning officials can provide land use/development comments on proposals for major inter-regional transportation improvements prior to decisions being made by the Provincial government. Similarly, on the transportation side, it is evident that the Province should play a greater role in co-ordinating the efforts of Metropolitan Toronto and the surrounding regions in assessing the transportation benefits of major transportation proposals.**

A formalized co-ordination process should have as its major objective, the continuous updating of a regional planning and transportation framework for the G.T.A. Recognizing that there will be conflicting demands for Provincial funding of transportation improvements, funds should be allocated in a manner which will fulfill each of the following needs:

- o the need to strengthen and improve the existing transportation network;
- o the need to expand the system to accommodate newly developing suburban areas; and
- o the need to add new facilities, particularly transit, to the existing network to encourage intensification of development and improve general accessibility.

Such a co-ordination process would be the mechanism for bringing together the transportation and land use/development aspects of major proposals and ensuring the necessary regular municipal input into the

Provincial decision-making process on setting priorities for implementation and establishing subsidies. This was the desire of most of the municipal participants of the G.T.A. Transportation Planning Forum, including Metropolitan officials, who felt that the efforts of the Forum did not extend far enough into M.T.C.'s transportation investment strategy review.

F. METRO/TTC STAFF POSITIONS ON MAJOR TRANSPORTATION PROPOSALS:

Based on the results of the Forum's activities, on our own broad regional perspective (as described in the last section), and on the results and conclusions of past studies undertaken by or with the assistance of Metropolitan and TTC staff (see Appendix 2 for a comprehensive list of studies), our position with respect to various major transportation proposals is enunciated below:

1. Municipal Transit Proposals

The municipal transit proposals being considered for implementation over the next ten years include the following:

- o Sheppard subway;
- o Eglinton West Rapid Transit (E.W.R.T.) line;
- o Downtown Rapid Transit (D.R.T.) line;
- o Spadina L.R.T. line; and
- o Mississauga busway.

The first three have been considered by Metropolitan Toronto through the Network 2011 study. It was the decision of Council that the first phase of the Sheppard subway (between Yonge Street and Victoria Park Avenue) was the highest priority and should be built in the next 5-6 years as the initial stage in a 25 to 30 year rapid transit expansion program. Council also agreed to amend the Metropolitan Official Plan to show not only the Sheppard subway, but also the Eglinton West rapid transit line. Further, a comprehensive 5-year review process was agreed to by Metropolitan Council as the basis for establishing subsequent priorities for implementation.

(a) Sheppard Subway

Based on the efforts of the Forum and our own further analysis, staff still feel strongly that the Sheppard subway is the highest priority municipal transit project. This is due primarily to the

superior land use and development benefits of the Sheppard line viz-a-viz the Eglinton West and Downtown Rapid Transit lines. The central aim of the Metropolitan Official Plan is to encourage the development of suburban centres while sustaining growth in the Central Area. Both the E.W.R.T. and D.R.T. lines would promote growth in the Central Area while at the same time, not serving suburban employment nodes. In contrast, the Sheppard subway supports both the North York and Scarborough City Centres (which are the two major centres designated in the Plan) and the Consumers Road employment node and has the potential to serve a future major centre on the Downsview Airport lands. However, it should be noted that development of the centres will also require road network improvements in addition to the improved transit accessibility provided by the Sheppard Subway, specifically in the case of the North Yonge Centre, the widening of Sheppard Avenue between Leslie Street and Allen Road is required.

While the transportation benefits of the three lines are all substantial, it must be pointed out that improvements to GO commuter rail services offer viable alternatives to the E.W.R.T. and D.R.T. lines and, therefore, these improvements should be considered before implementation of the E.W.R.T. and D.R.T. lines. The Sheppard East and Finch East bus routes, which are in the catchment area of the Sheppard subway, are two of the most heavily travelled surface routes in Metropolitan Toronto and both services are reaching their practical capacity. While improvements to the Richmond Hill GO rail service would offer some relief to these surface routes, the benefits of this alternative improvement in terms of reducing the demand in the Sheppard corridor are much more limited, and, as a result,the resulting future demand would still be high enough to justify rapid transit.

Furthermore, the long term network benefits of a major east-west rapid transit route which ultimately could extend from beyond Mississauga City Centre in the west to Durham Region in the east favour the Sheppard line. This major east-west route could be achieved by implementing the Eglinton West Rapid Transit line and connecting it to the Sheppard subway via an extended Spadina subway. In our opinion this 'network/overall accessibility' factor was underplayed as a transportation benefit in the efforts of the Forum. It should be recalled that a northern east-west rapid transit line was the very concept the Province was promoting only a few years ago through the GO-ALRT program. In fact it was in conjunction with the GO-ALRT program that Metro and the T.T.C. undertook the Sheppard/Finch Rapid Transit Corridor Study in 1984. In a statement to the Provincial legislature on June 11, 1984, on the status of the GO-ALRT Program, the then Minister of Transportation and Communications (James Snow) stated the following:

> "I am prepared to lend support through our Municipal Transit Subsidy Program to the planning and implementation of these two (Sheppard and Eglinton West) proposed routes." and
>
> "I concur with the TTC's observation that the provision of these transit services will promote the desired development of the North York and Scarborough City Centres ....as well as improving the overall transit accessibility in north Metro".

Finally it should be noted that, with the implementation of the Sheppard subway, there will be substantial savings in future T.T.C. bus capital and operating costs. The Sheppard/Finch Rapid Transit Corridor Study report estimates the annual savings in feeder bus costs as a result of the implementation of

the Sheppard subway to be $27 million ($1985). This is a significant benefit which was not taken into account by the cost efficiency formula used by the Transportation Benefits Working Group.

(b) Spadina L.R.T.

The Spadina L.R.T. line will primarily be required to serve new development in the Railway Lands but as well, would significantly enhance local transit along Spadina Avenue and increase service to Harbourfront and the Domed Stadium. It would also provide relief to the Yonge/University subways south of Bloor Street. This proposal is currently the subject of an environmental assessment study. **Staff believe the line should be built as early as possible to promote and reinforce transit usage for travel related to the Railway Lands development, Harbourfront and the Domed Stadium.** It should be noted that the Harbourfront L.R.T. line (approved by Council on October 11, 1985) may be the subject of an Ontario Municipal Board and/or Environmental Assessment Board hearing this Spring. At this point the Harbourfront L.R.T. project is committed in terms of Metropolitan and Provincial funding, the latter being conditional upon the required approvals.

(c) Mississauga Busway

The Mississauga busway connection between Mississauga City Centre and Kipling terminal is supported in concept. **This project not only has significant potential for supplying additional transit capacity across the West Metro boundary, but also has strategic value in that it links Mississauga City Centre as a major centre to the Metropolitan rapid transit system and provides additional transit capacity into the Kipling/Islington Centre.** As noted in our report on the West Metro Boundary Review, staff feel that the service can be implemented initially in a modest form (operating in mixed traffic on existing freeway and arterial lanes) and upgraded as demand warrants based on the results of operational testing of the service.

2. Municipal Roads Proposals

Generally over the past few years, Metropolitan Toronto has not been able to undertake the required number of roadway improvements due to constraints on Provincial funding,which restricts total funds available for road improvements since Metro has selected to adhere to the 50/50 cost sharing formula. This is generally the case in the surrounding Regions and local municipalities as well, although in some cases, they are proceeding with projects without the benefit of Provincial subsidy. As a result, a considerable backlog of projects throughout the region is developing. **The Province should be requested to remove the subsidy cap to allow Metropolitan Toronto, other Regions and local municipalities to proceed with various road projects to satisfy current road needs.**

Three major improvements to the arterial road system within Metropolitan Toronto are now being studied:

- o Front Street extension;
- o Gardiner Expressway widening; and
- o Leslie Street extension.

The first two will provide much needed road capacity to serve the existing and future Central Area employment, particularly as Figure 15 shows that a substantial portion of the travel growth to the Central Area will be in the Lake Shore West corridor. The Leslie Street extension will not necessarily provide additional capacity to the Central Area, but will offer flexibility in route choice for Central Area destined trips travelling in the congested Don Valley corridor. Its main benefits however, will be to alleviate other congested arterials in the Leslie/Eglinton area, allow substantial new development to take place in the Thorncliffe Park area of East York, and reduce through traffic on local streets in the Leaside community. **Since these are one-of-a-kind projects which will support the continued growth of the Central Area, and for which no other practical (lower cost) alternatives exist, a special Provincial subsidy will be required to fund these improvements.**

3. GO Rail Proposals

During the course of the Network 2011 study, M.T.C. together with GO Transit staff, undertook studies to determine the feasibility and approximate cost of upgrading the Milton, Georgetown and Richmond Hill lines to full 20 minute service during weekday rush hours. During the course of the Forum's acitivities, discussions took place regarding the potential for all the other lines to be upgraded as well. While the GO feasibility studies for the Milton, Georgetown and Richmond Hill lines were beneficial, further studies will be required to firm up cost estimates (including consideration of operating costs) and provide more reliable ridership estimates. Without this information, and in the absence of firm data for any of the other lines, it was not possible for the Forum to reach conclusions regarding priorities for GO Rail improvements.

It should be recalled however, that the previous work of Metropolitan staff on the West Metro Boundary Transportation Review and the Network 2011 Study, had indicated the need for GO Rail service improvements on the three lines to the west and on the Richmond Hill line. The potential of GO Rail improvements has been confirmed through an analysis of the 1981 to 2011 travel demand growth network plot (Figure 15) where it is evident that the four major growth corridors crossing the Metropolitan boundary and the Central Area cordon roughly coincide with the Lake Shore West, Milton, Georgetown and Richmond Hill GO Rail corridors. **In order to encourage a more structured form of regional development and not to give undue advantage to the Central Area (in terms of capturing employment growth) over suburban centres, the various GO Rail services should be upgraded incrementally following the completion of more detailed feasibility studies and in accordance with the conclusions of the Central Area Monitoring Program, which are to be reported on an annual basis.**

4. Provincial Highway Proposals

During the course of the Forum's activities, staff became aware of the many plans and proposals for improving the Provincial highway system in the Greater Toronto Area. The scale of these projects included interchange improvements, new interchanges, minor freeway widenings, freeway extensions (e.g. Highway 427 to Highway 7, and Highway 404 to Newmarket), major widenings (e.g. extension of the Highway 401 collector/distribution system easterly into Durham) and construction of new freeways (e.g. Highway 407). Most of the proposed improvements are in areas beyond Metro's boundaries and many have been supported by Metropolitan staff through our association with studies undertaken by surrounding municipalities. For example, the West Metro Boundary Transportation Review fully supported improvements to the Highway 403/410 interchange and an arterial extension of Highway 403 across Highway 401, both of which when implemented have the effect of diverting traffic from crossing the congested West Metro boundary. Another example is the need to widen Highway 404 north of Sheppard Avenue, as determined in the Markham Transportation Planning Study, to accommodate the increase in trips forecast between York Region and Metropolitan Toronto.

Of all the Provincial highway projects now under active consideration, the widening of Highway 401 east of Neilson Road to extend the collector/distributor system is viewed as the most important. Construction is expected to take place between 1991 and 1996, but could be advanced by a year or two. Based on the results of the recently completed Highland Creek Transportation Study and the expected growth in cross-boundary travel between Metropolitan Toronto and Durham, which now must use either Highway 2 or Highway 401, it would be desirable to proceed with this project as quickly as possible. If this program is delayed, widenings of other Metropolitan roads will be required earlier than currently anticipated to serve the Highland Creek area, and the extensions of Steeles, Finch and Lawrence Avenues will be required to provide additional road capacity into Durham Region.

The one Provincial proposal of some concern to Metropolitan and T.T.C. staff is Highway 407. A brief status report on this topic was recently submitted to the Economic Development and Planning Committee and is attached for reference as Appendix 3. While staff recognize the long term network benefits of having Highway 407 in place, our concerns are twofold:

(a) **that the construction of this major east-west freeway will play a major role in contributing to the dispersal of suburban development at relatively low densities; and**

(b) **that this expensive project, if advanced, might delay the implementation of other more important projects for Metropolitan Toronto that have a higher priority.**

These two points are inter-related in that staff generally feel that rapid transit located in a relatively dense corridor (i.e. Sheppard) can do more to structure urban development and encourage a more efficient form and higher quality of urban life.

Recognizing that certain development commitments have been made which are dependent on Highway 407, it is evident that the construction of this major freeway will be required, however, the Province should be encouraged to proceed with this project within the time frame the current MTC plans provide for. This would leave sufficient time to develop a sound construction staging plan for the project in consultation with the appropriate municipalities which would allow a gradual and relatively low level of Provincial funding commitment. Prior to the implementation of Highway 407 improvements to other east-west arterials, including Highway 7, 16th Avenue/Rutherford Road, 14th Avenue and Steeles Avenue can be proceeded with to accommodate short-term growth.

G. CONCLUSIONS:

The Forum has achieved some degree of success in reviewing the overall transportation needs of the Greater Toronto Area. The activities of the Forum have particularly been beneficial in reviewing Maintenance, Rehabilitation and Reconstruction needs and in assessing the scope for Short-Term Operational Improvements. **Through the former review it has been recognized by M.T.C. officials that both the Municipal Roads and Municipal Transit programs will require substantial injection of Provincial funds if the Region's road and transit infrastructure is to be kept in a well maintained state and if excessive future costs (caused by deferring these activities) are to be avoided.** Such an injection of funds is therefore fully supported by Metropolitan and T.T.C. staff, since the maintenance, rehabilitation and reconstruction of the Metropolitan road and transit infrastructure should be the first priority of Metropolitan Council. Through the assessment of various types of short term improvements, it was determined that many such improvements would be of considerable value but are not being undertaken because of a lack of funding at the Provincial level. It was for this reason that the Working Group on Short Term Operational Improvements recommended the establishment of a separate funding program at a level of $50 million per year. Metro and T.T.C. staff support this proposal. **Since the Metropolitan road and surface transit systems are largely in place, the ability of these systems to deal with the significant growth in travel demand expected over the next 30 years will depend to a great extent on the ability to achieve every efficiency possible in managing and operating our transportation facilities.**

The most difficult part of the Forum's activities related to the assessment of major transportation improvements proposed by various municipalities and agencies. The prime objective was to undertake this assessment in a regional context. Within the time frame of the Forum, very little new work could be undertaken and it was not possible to analyze the transportation system requirements in a comprehensive way. Nor was it possible to merge the

results of the Transportation Benefits Working Group with the limited results of the Land Use/Development Benefits Working Group. This shortcoming led Metropolitan and T.T.C. staff to review in more detail major data sources and previously completed work from a regional perspective.

A review of population, employed labour force and employment projections for the Greater Toronto Area shows that Metropolitan Toronto's population will stabilize, its labour force actually decrease after 1991, but its employment will continue to grow by approximately 250,000 jobs to the year 2011 (with roughly a third of the total growth expected to occur in the Central Area of the City of Toronto). As a result, the net flow of commuters into Metropolitan Toronto is expected to more than double in the next 30 years. The majority of the growth in trips will come from the west (Peel and Halton), and from York to the north, and will be destined to suburban locations. The new suburban jobs will be distributed throughout Metropolitan Toronto with concentrations occurring at designated centres, particularly the North York and Scarborough City Centres and the Kipling/Islington Centre in Etobicoke. Staff support the strengthening of these centres through the provision of essential road improvements and additional rapid transit services, the latter including the Sheppard subway for the North York and Scarborough City Centres and the phased implementation of the Mississauga bus link to a relocated Mississauga bus terminal at Kipling station for the Kipling/Islington Centre (and the Mississauga City Centre).

There will also be a strong growth in travel to the Central Area mainly from beyond Metro and particularly from the west. These new trips to the Central Area will have to be accommodated by transit improvements (particularly GO Transit) and the Gardiner Expressway widening and Front Street extension.

In the suburban areas of Metro and particularly the regions beyond, the road network will have to be expanded to accommodate future growth. A prime example within Metropolitan Toronto is the recommended widening of Sheppard Avenue needed to support development in the North York City Centre. **Provincial subsidies should be increased to allow Metropolitan**

Toronto and its Area Municipalities to undertake possible improvements to satisfy existing and future road needs. In addition to the Gardiner Expressway widening and Front Street extension mentioned above, the Leslie Street extension is also a high priority and the construction of these three major improvements will require special Provincial subsidies due to their high capital cost. Beyond Metro's boundary, there are more alternatives available as the road networks are not nearly as mature. This will generally result in less expensive improvements per unit length of capacity achieved in the Regions as compared to within Metropolitan Toronto. Within the Provincial Highway program, the Highway No.401 core/collector widening is the top priority and this project should be accellerated. Other Provincial highway projects have been supported by staff during various studies conducted within and adjacent to Metropolitan Toronto and these should be implemented as now programmed by the Ministry.

In addition to increased Provincial funding for road improvements, positive steps will need to be taken to increase the accessibility to rapid transit for the suburban areas of Metro and the Regions beyond, in an attempt to minimize congestion on the region's road network (as a result of continued low density suburban development). Two particular transit related issues were discussed frequently during the course of the Forum's activities: fare and service integration; and the concept of intermodal transfer points or 'gateways'. Notwithstanding the benefits of these measures, improvements to GO Rail services and an expansion of the T.T.C. rapid transit system into the buburban areas of Metropolitan Toronto will be required.

With respect to fare and service integration, there is no doubt that among the various transit operators (including the T.T.C.) this would be a very positive step, particularly from the users' perspective. As has been shown, cross (Metro) boundary trips are expected to more than double by 2011 and the integration of the various municipal transit networks with those of GO and the T.T.C. will be necessary to increase the transit modal split for these trips. Better integration of GO Transit and T.T.C. will also permit a more

efficient use of the total transit system, thus helping to squeeze more output from our existing infrastructure. All parties involved in the Forum were generally supportive of transit fare and service integration, recognizing that the key issue is the resolution of the financial arrangements among the transit agencies, M.T.C. and the municipalities. The subject of fare and service integration is currently being addressed as part of the work of the Transit Advisory Group which will be reporting directly to the Deputy Minister within the next few months.

The concept of 'gateways' was also widely accepted by all participants of the Forum. A system of gateways or major terminals would be developed within a broad band, generally beyond the Highway 427/Highway 401 cordon to facilitate a change of travel mode from auto to rapid transit, or from one transit mode to another. This would ease traffic congestion within Metropolitan Toronto and optimize the use of existing and expanded rapid transit facilities. The existing subway terminals are good examples of gateways. Within Metropolitan Toronto the implementation of new gateways would likely be in conjunction with expansion of the rapid transit system. **For the gateway concept to be successful, a high level of transit accessibility within this cordon will be essential.** In this regard, the further expansion of the rapid transit network through the implementation of the Sheppard subway and the Eglinton West R.T. line would significantly increase transit accessibility for non Central Area destined trips. **Even if a comprehensive system of gateways can be implemented, it should be stressed that major investments in transportation infrastructure will still be required.** As concluded by the Transportation Benefits Working Group of the Forum, further study of this concept is necessary to determine its full implications. Council should therefore indicate its support for a planning study to be co-ordinated by M.T.C. which would identify specific strategic locations where gateways could be implemented throughout the region and test the overall feasibility of the concept.

Looking back over the last thirty years, the continuous development of the rapid transit system (see Appendix 4 for details) has been a positive influence in the maturing of Metropolitan Toronto as a world class city with a strong and vital Central Area, growing suburban centres and a relatively high level of mobility. The first phase of the Sheppard subway is seen as a critical step in the continuation of the expansion of the public rapid transit system, a step that will assist the maturing of G.T.A. development over the next 30 years in the same way as the construction of the existing subway system did for Metropolitan Toronto over the last 30 years. It should be noted, as detailed in Appendix 4, that much of the expansion of the rapid transit system (beyond the initial sections of the Yonge, University and Bloor/Danforth lines) was not justified primarily on a travel demand basis.

By serving both major centres designated in the Metropolitan Official Plan, the Sheppard subway will enable the current development momentum in these centres to continue and to eventually allow North York and Scarborough to develop mature suburban centres with a full range of urban amenities. Ultimately this line could be extended to the Renforth/Eglinton area and connected with the Eglinton West rapid transit line in Peel to provide service to Mississauga City Centre and beyond, thereby providing significant increases in transportation capacity for future employment centres in areas such as Downsview Airport, the Rexdale/Highway 27 area and the Airport Corporate Centre. In the east, the line could be extended into Durham Region to connect with the Lake Shore East GO commuter rail service. In the interim construction of the Eglinton West rapid transit line within Metropolitan Toronto, together with the Sheppard subway east of the Spadina subway, would provide a major east-west route across Metropolitan Toronto. Such a major east-west rapid transit route, together with expansion of the basic feeder bus grid networks into the surrounding Regions and implementation of fare and service integration, would achieve a significant increase in transit accessibility for the rapidly increasing suburban labour force. The line would serve as an east-west distributor for trips between

York Region and Metro, the vast majority of which have widely dispersed origins and destinations.

It was this concept of a major east-west inter-regional rapid transit service which was the objective of the Province when it announced the GO-ALRT program. While the GO-ALRT technology is no longer considered appropriate, and the timing of implementation is not as urgent, the provision of a major east-west inter-regional rapid transit service remains a valid long-term objective. The Sheppard subway would be the first step in the provision of such a service. It would also result in a reduction to the T.T.C's future annual bus capital and operating costs by reducing the numbers of buses and staff that would otherwise be required.

While there is little doubt that Highway 407 will eventually be required, from an overall regional urban structure point of view, it would be a mistake to accelerate its implementation at the expense of other more immediate priorities. The new development which would be triggered by a commitment to begin construction on this project now, would be entirely automobile oriented. Without a simultaneous expansion of the rapid transit system, this would represent a major change in direction in terms of the development of the urban form of the metropolitan region, one that would lead to a less efficient operation, particularly from a transportation standpoint. If the region is to accommodate the scale of growth now projected, public transit will have to play an increasingly important role. A prior commitment to the Sheppard subway would not only allow the continued promotion of the 'transit option', but also allow the present development momentum in the North York and Scarborough City Centres to be maintained, thereby increasing our ability to obtain the maximum benefits from past major infrastructure investments.

FIGURE: 1

POPULATION BY REGION IN THE METRO REGION 1971, 1981, PROJECTED TO 2011

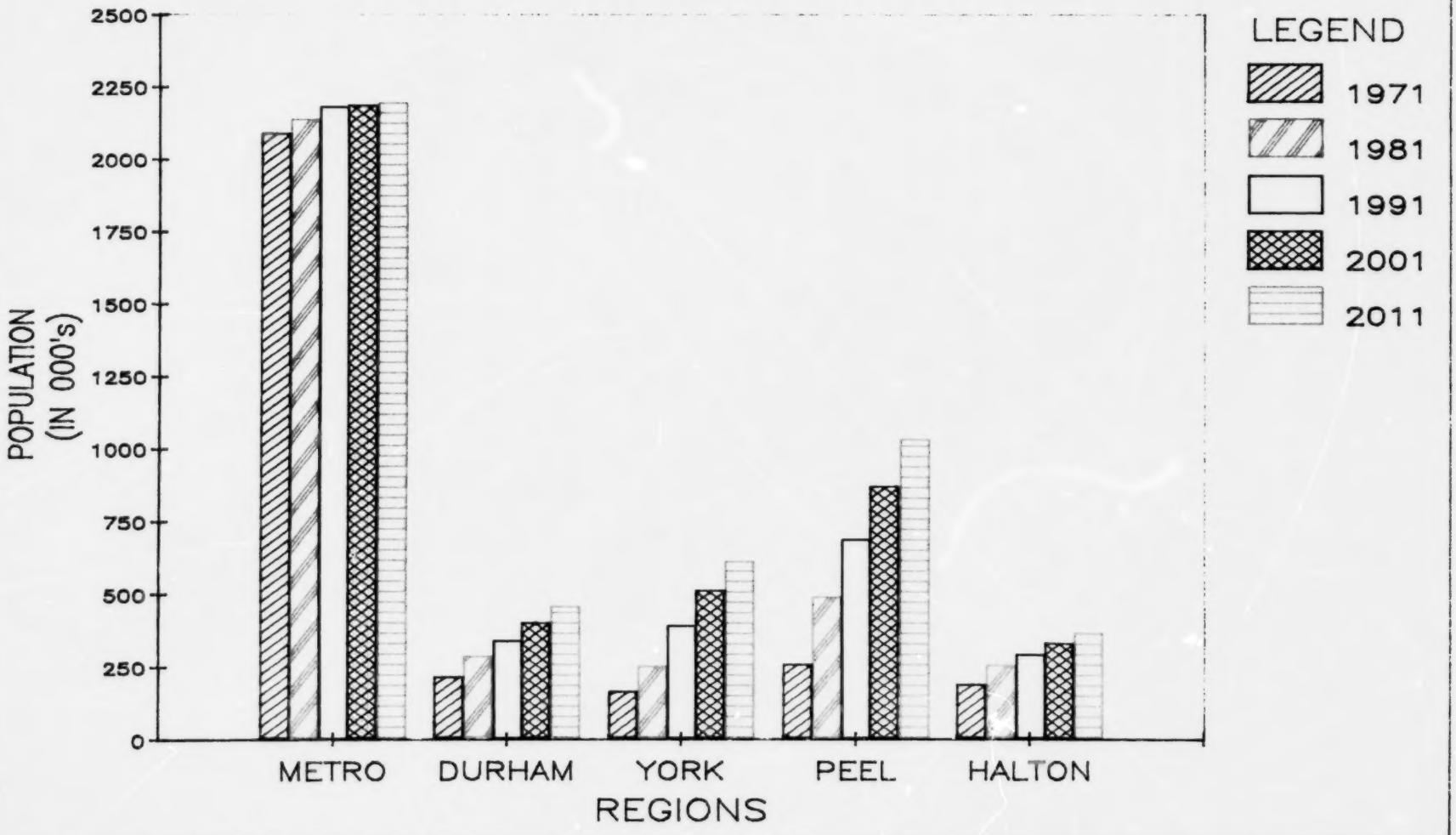


FIGURE: 2

EMPLOYED LABOUR FORCE BY REGION IN THE METRO REGION 1971, 1981, PROJECTED TO 2011

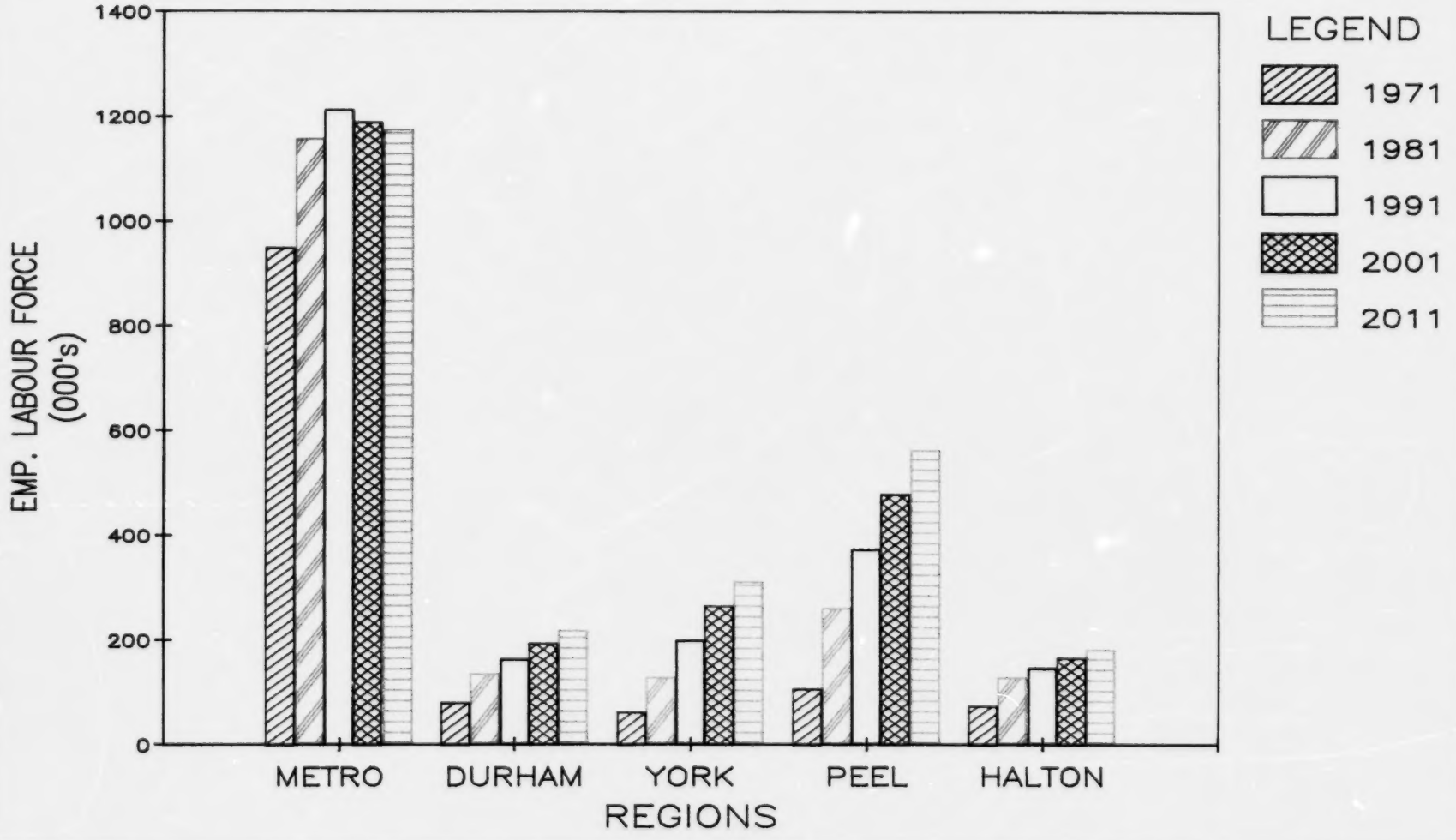


FIGURE 3:

EMPLOYMENT BY REGION IN THE METRO REGION 1971, 1981, PROJECTED TO 2011

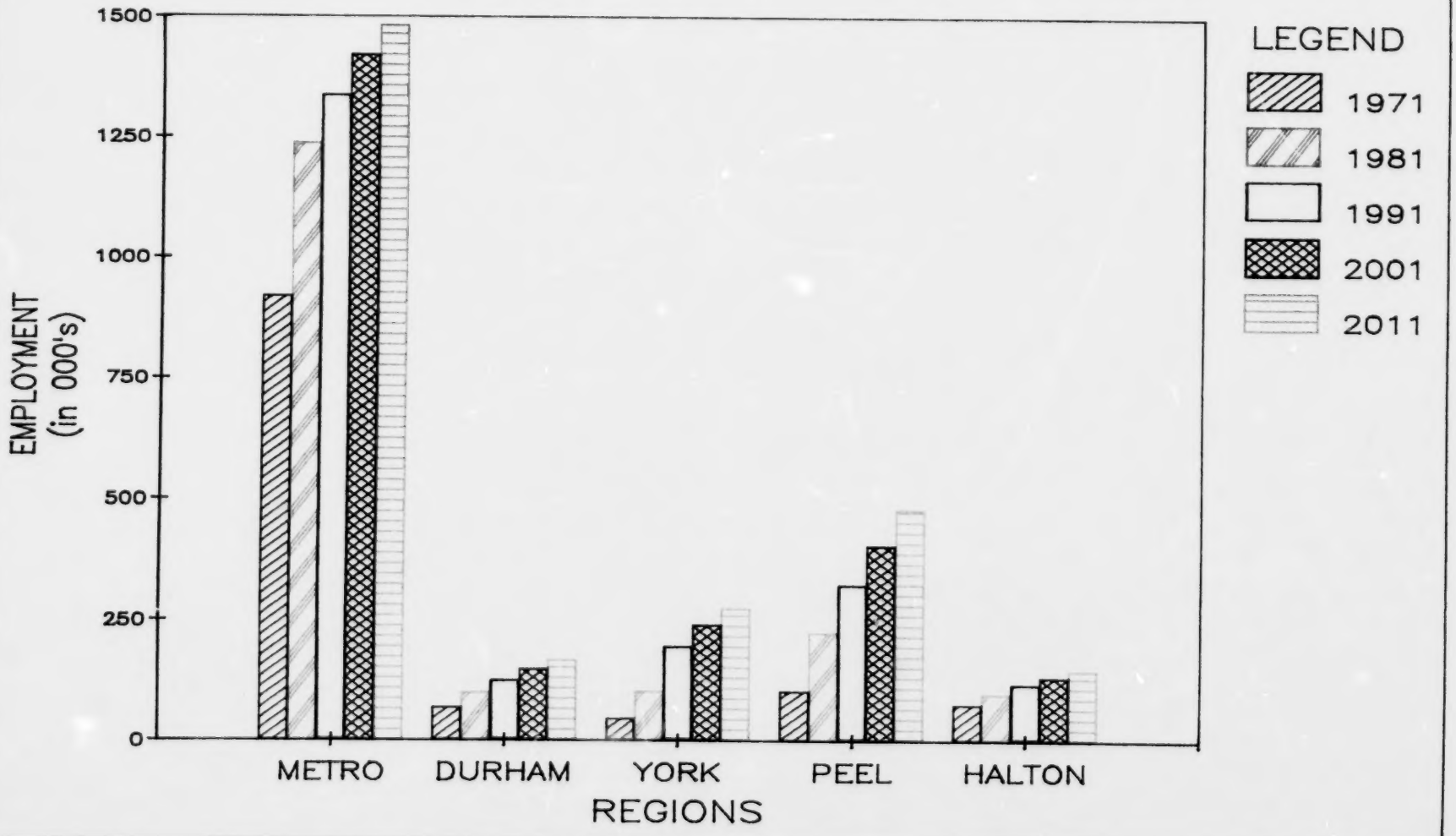


FIGURE 4:

METRO TORONTO AND SURROUNDING REGIONS COMPARISON OF EMPLOYMENT WITH EMP. LABOUR FORCE 1981 TO 2011

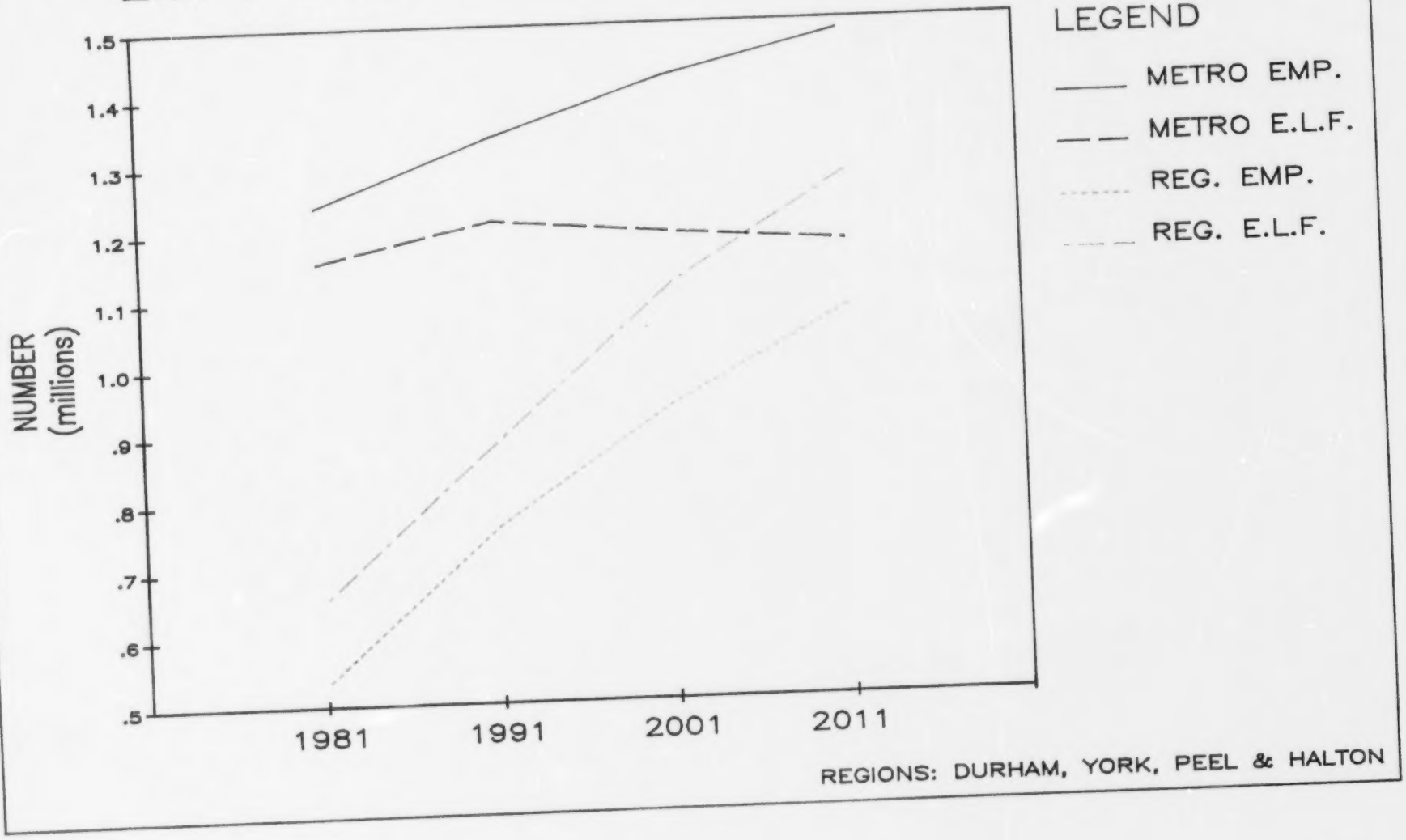


FIGURE 5:

POPULATION OF METRO BY SIX AGE GROUPS 1981 TO 2011

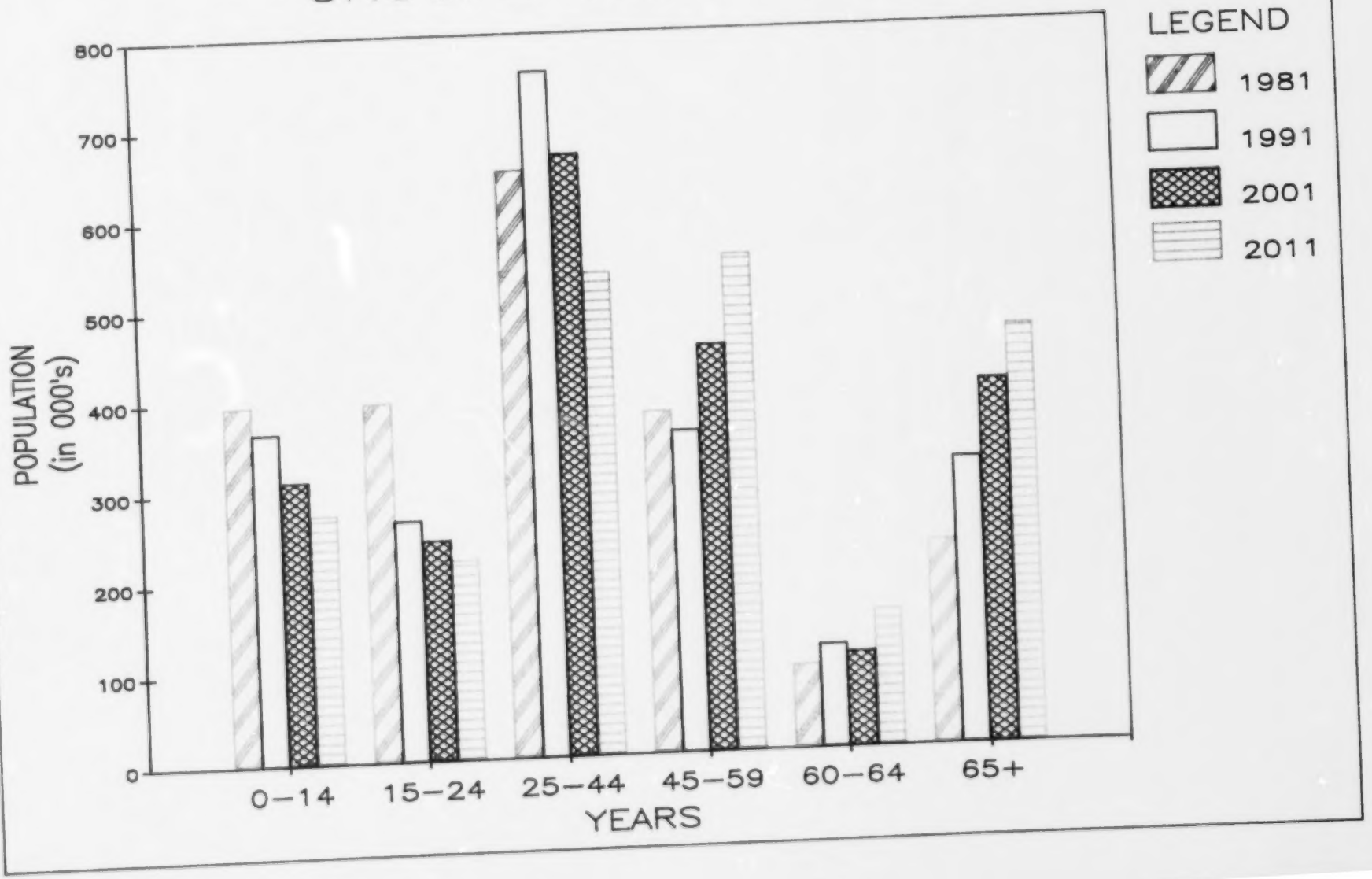
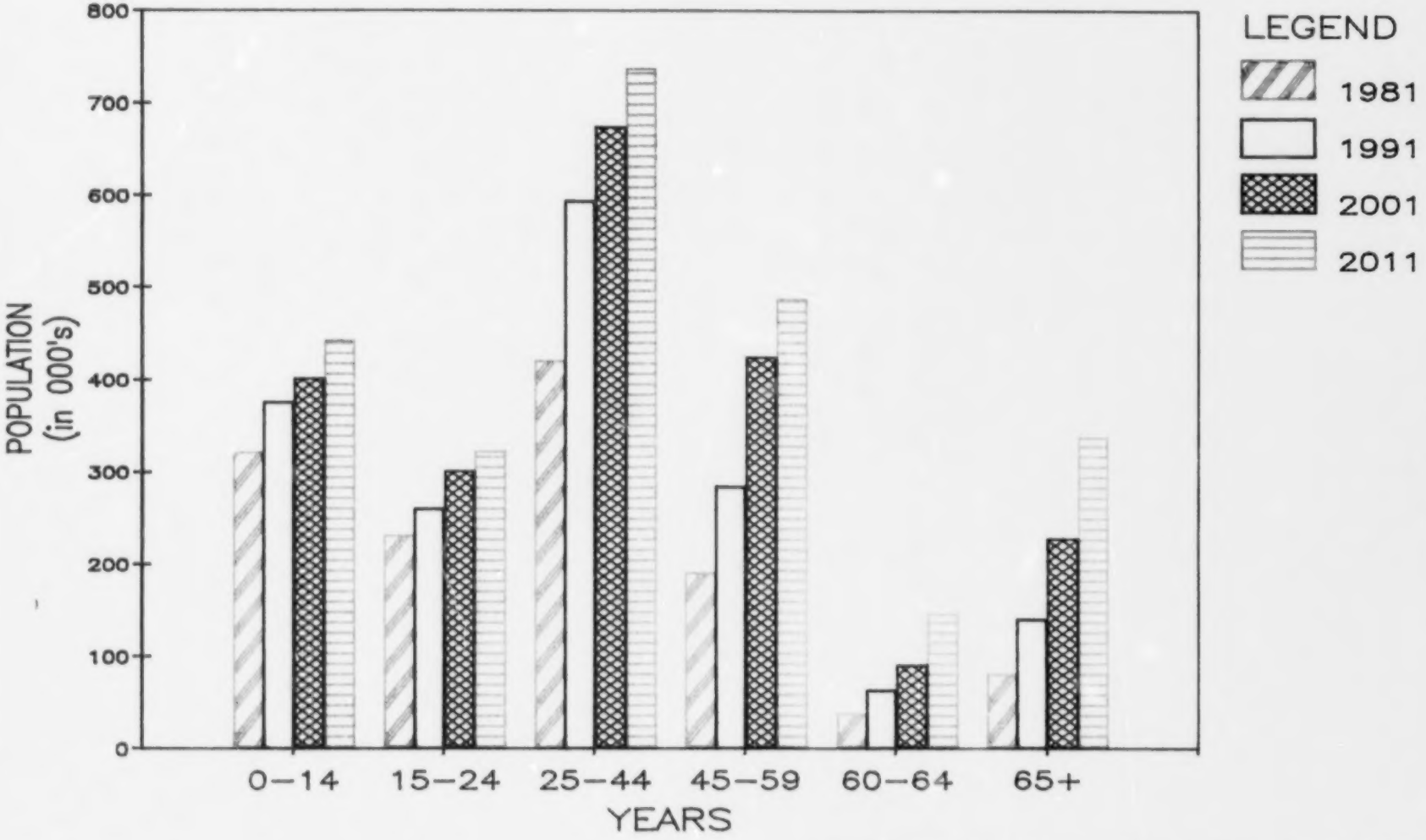


FIGURE 6:

POPULATION OF SURROUNDING REGIONS BY SIX AGE GROUPS 1981 TO 2011



REGIONS: DURHAM, YORK, PEEL & HALTON

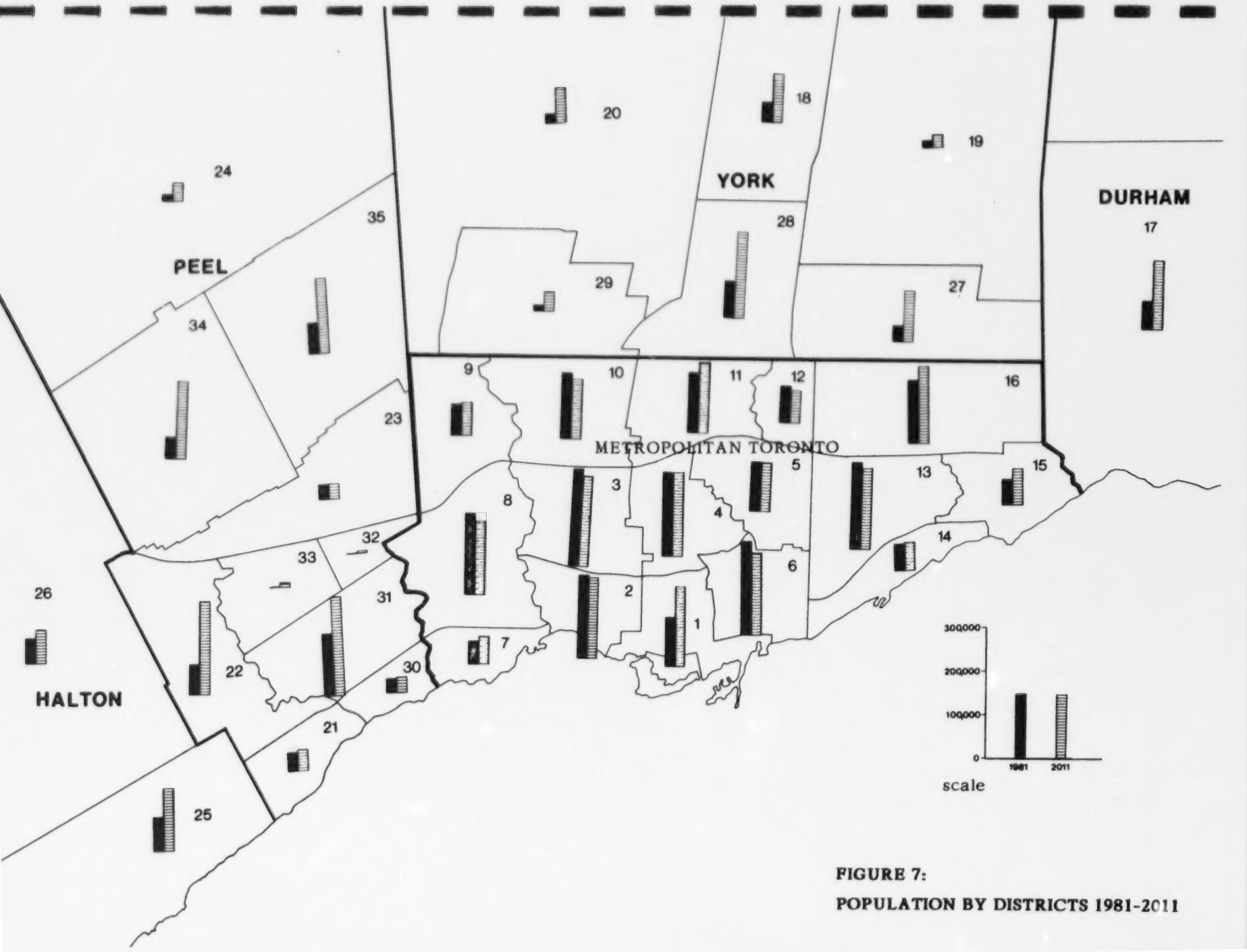


FIGURE 7:

POPULATION BY DISTRICTS 1981-2011

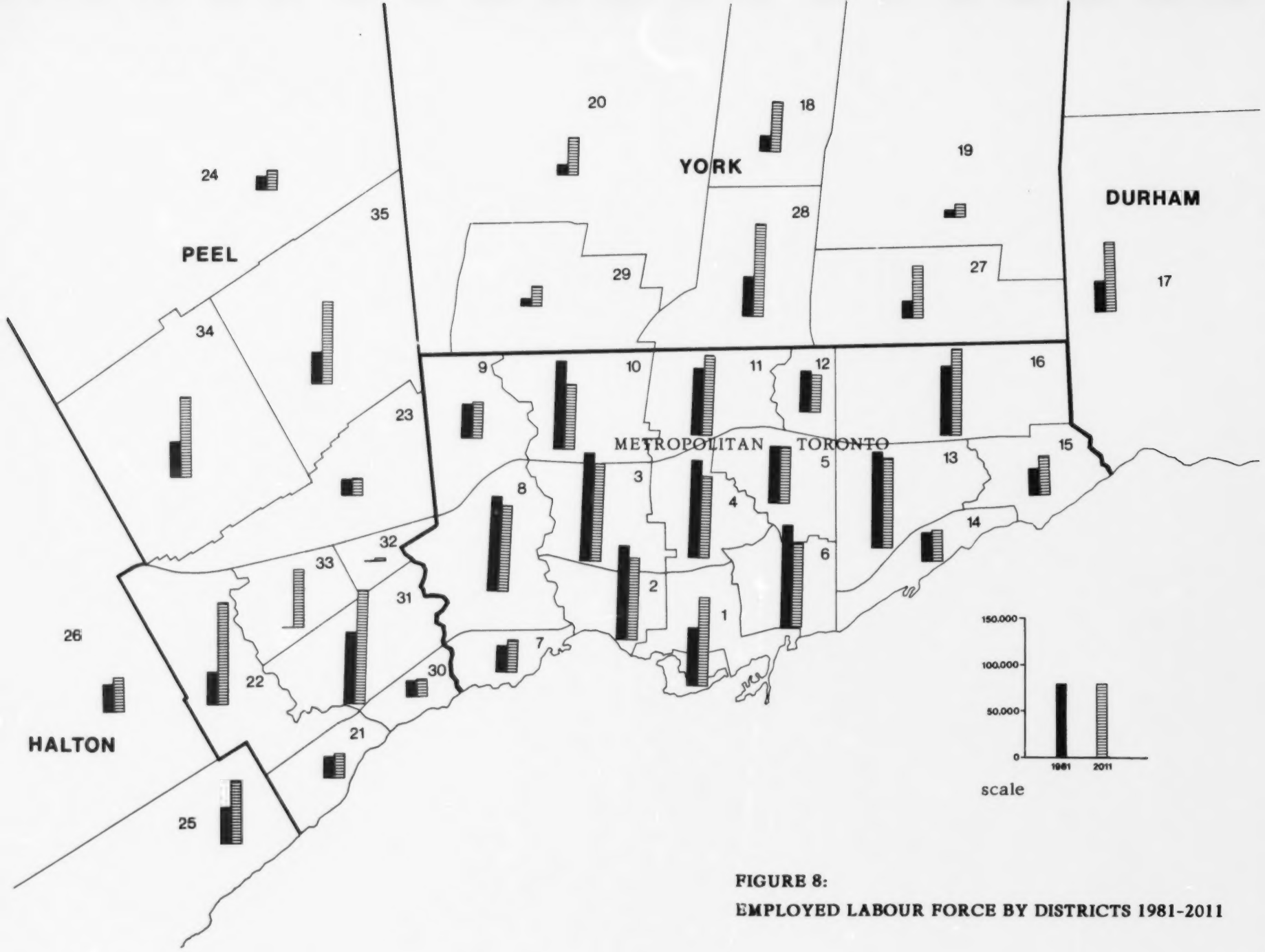


FIGURE 8:
EMPLOYED LABOUR FORCE BY DISTRICTS 1981-2011

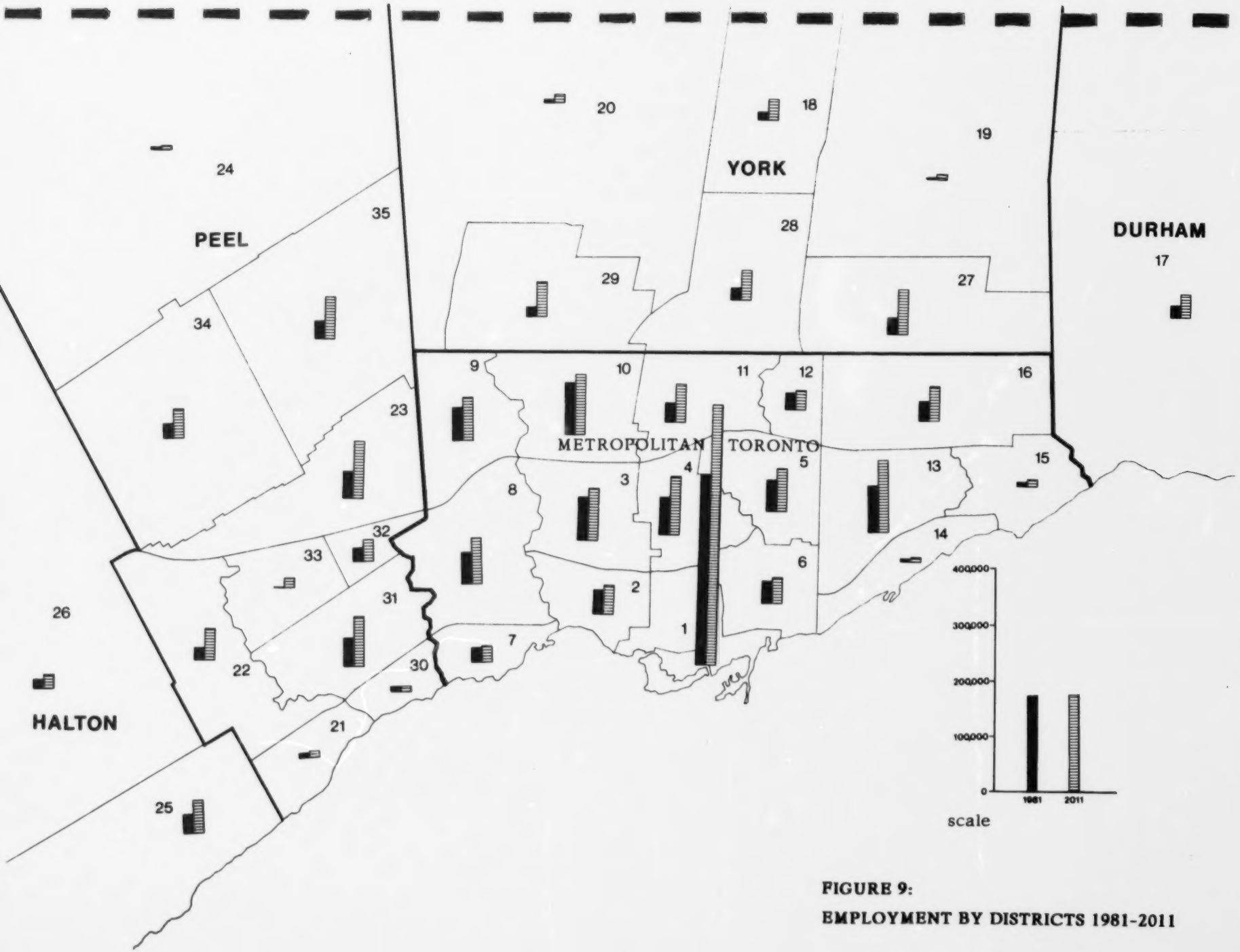


FIGURE 9:

EMPLOYMENT BY DISTRICTS 1981-2011

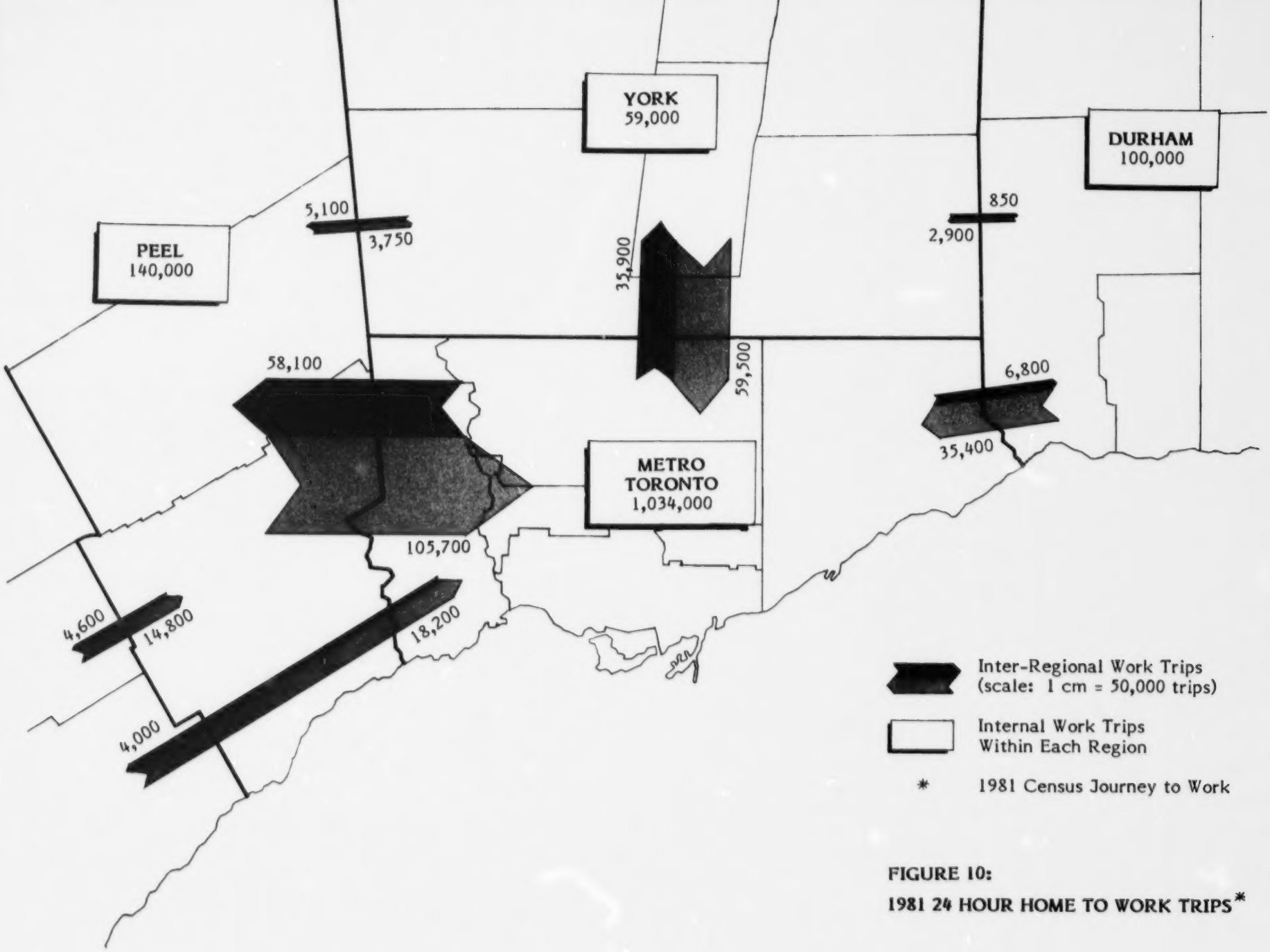


FIGURE 10:

1981 24 HOUR HOME TO WORK TRIPS*

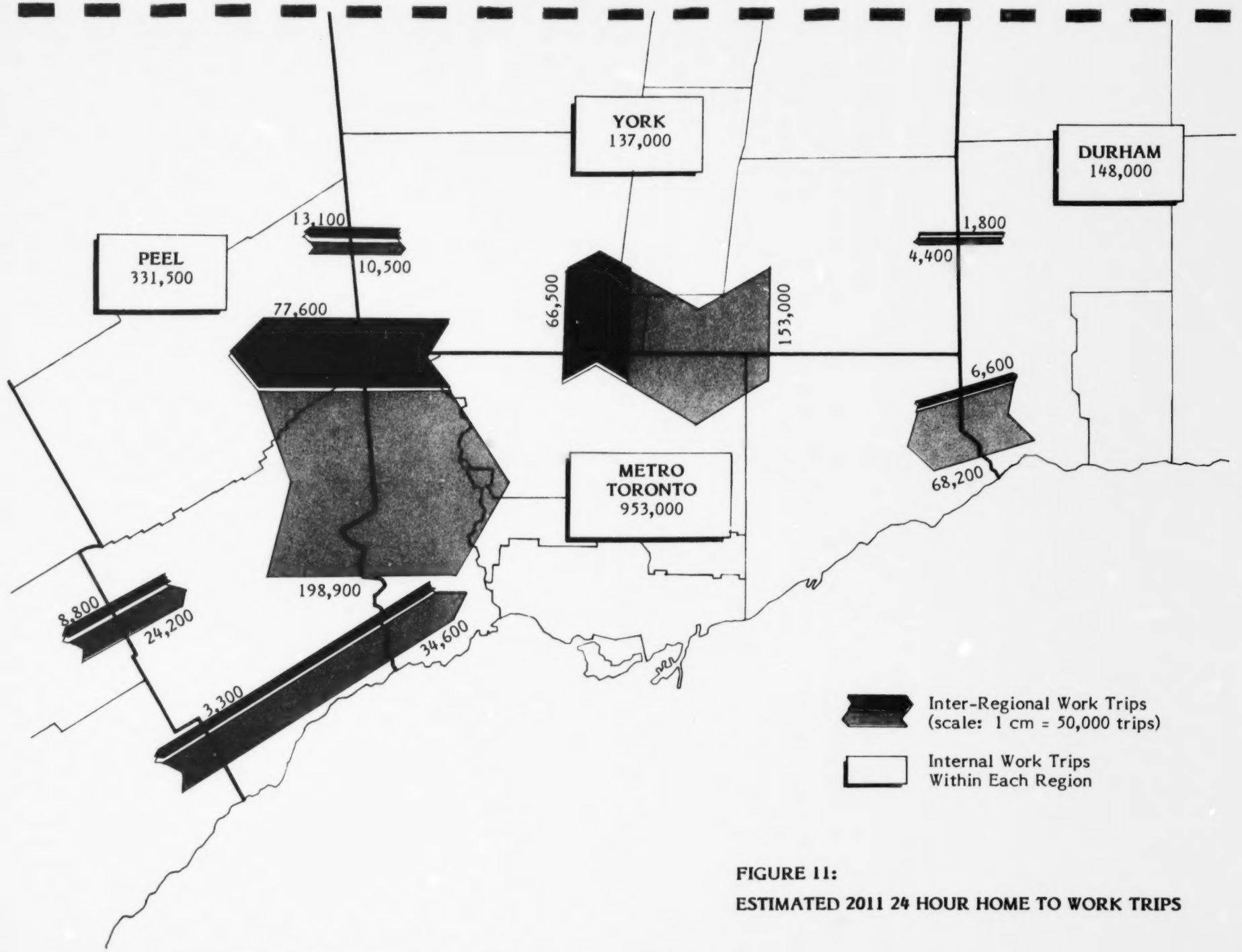


FIGURE 11:

ESTIMATED 2011 24 HOUR HOME TO WORK TRIPS

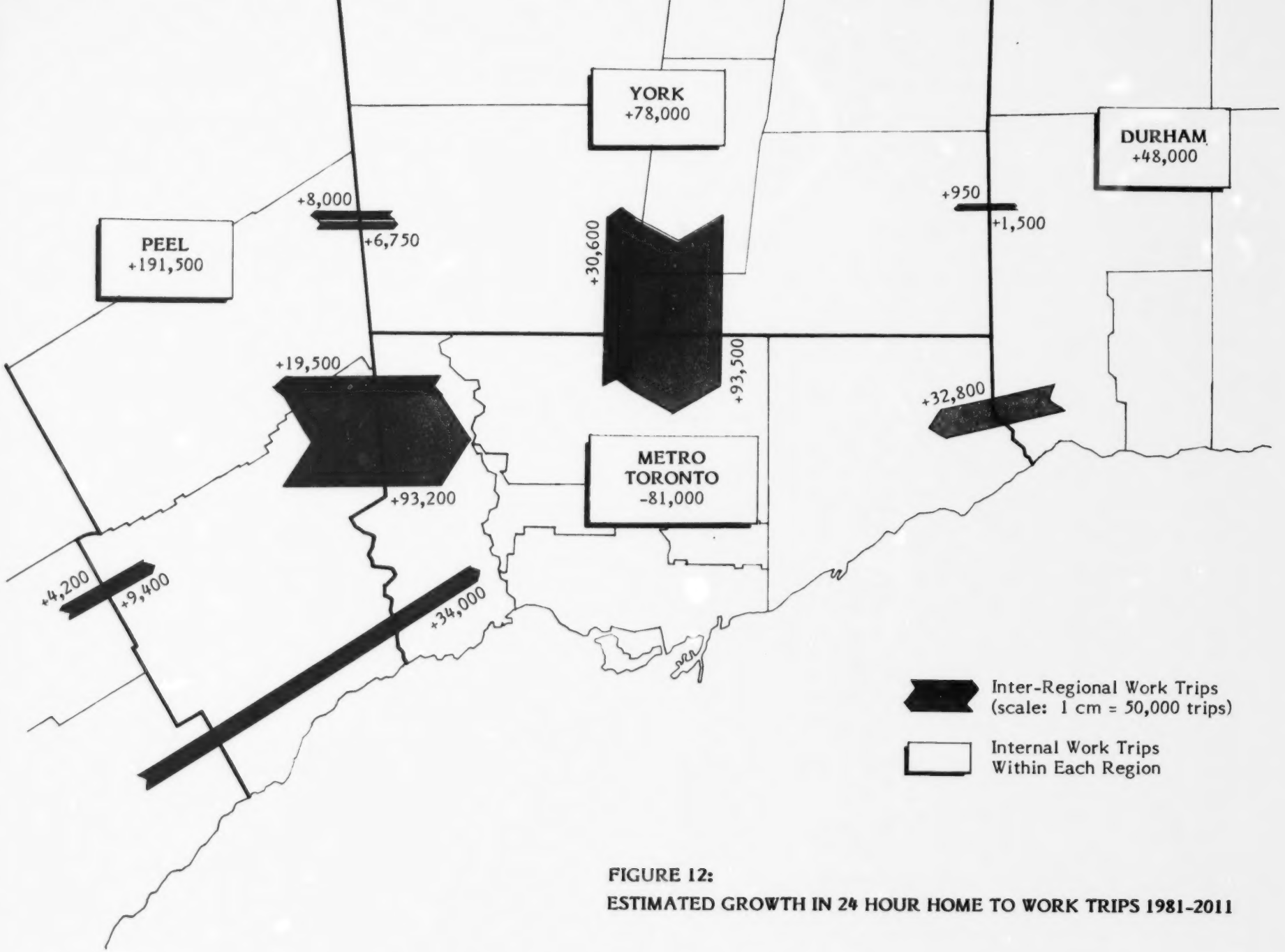


FIGURE 12:
ESTIMATED GROWTH IN 24 HOUR HOME TO WORK TRIPS 1981-2011

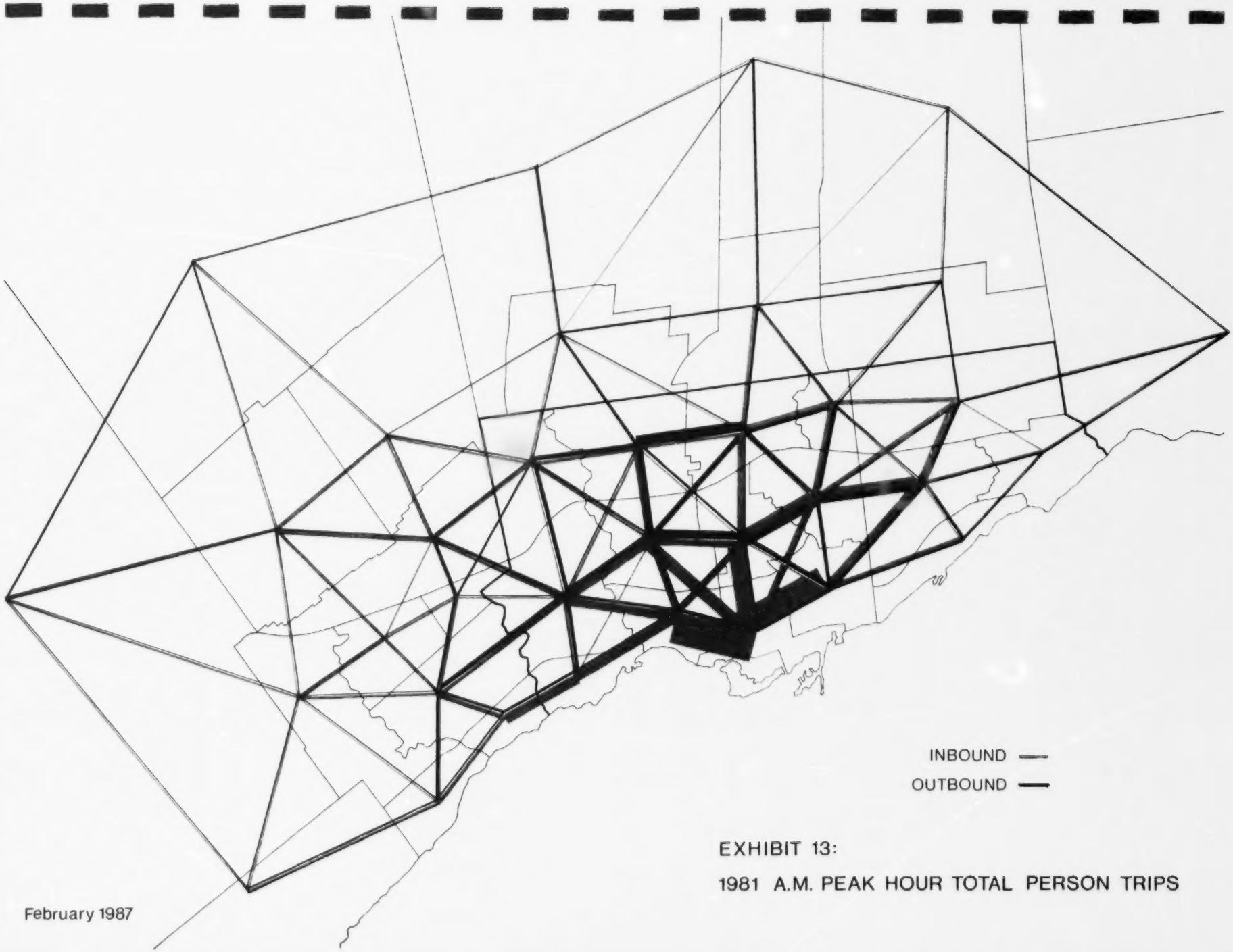


EXHIBIT 13:

1981 A.M. PEAK HOUR TOTAL PERSON TRIPS

February 1987

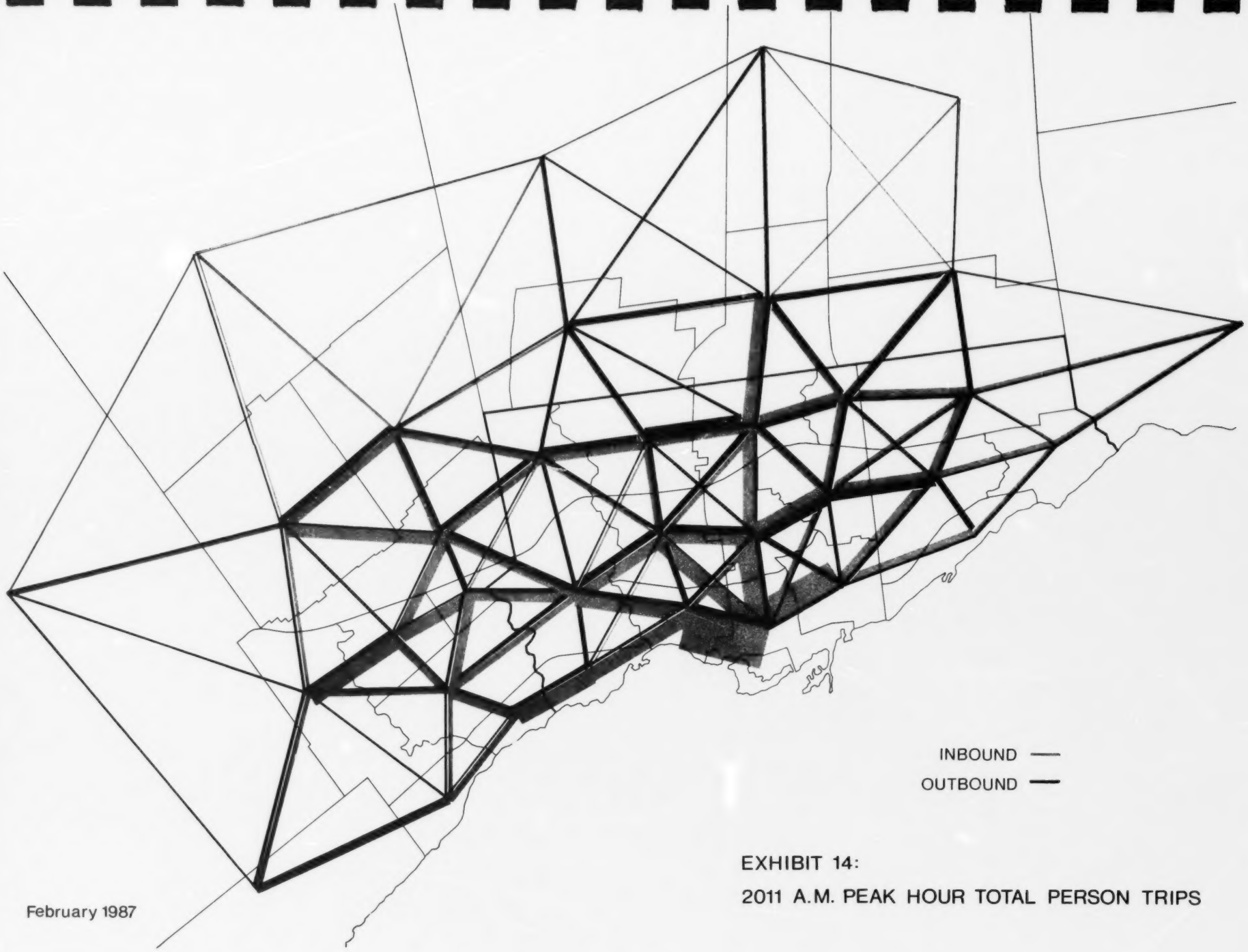


EXHIBIT 14:

2011 A.M. PEAK HOUR TOTAL PERSON TRIPS

February 1987

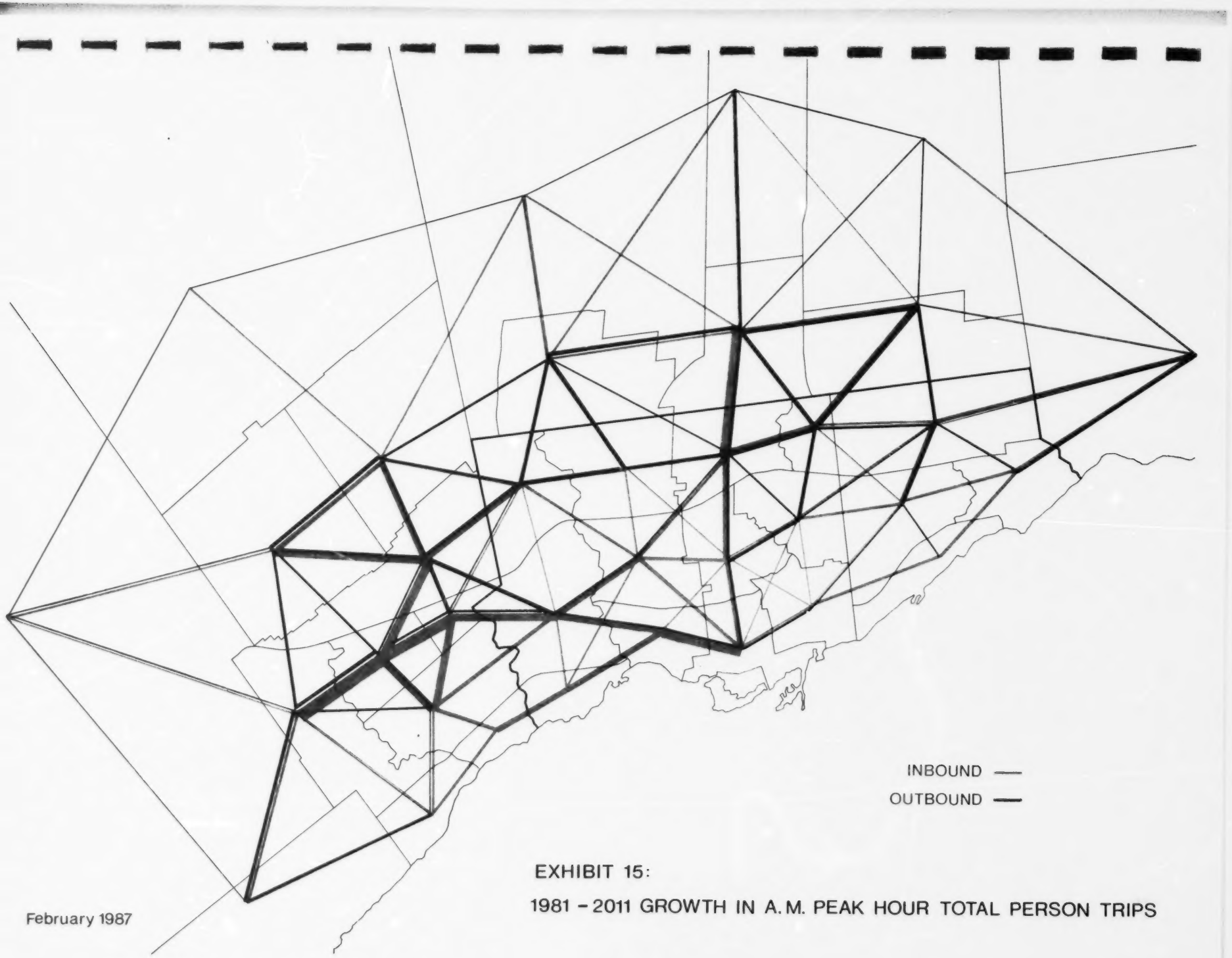


EXHIBIT 15:

1981 – 2011 GROWTH IN A.M. PEAK HOUR TOTAL PERSON TRIPS

February 1987

H. APPENDICES

1. FINAL REPORT OF THE ASSISTANT DEPUTY MINISTER, PROVINCIAL/MUNICIPAL TRANSPORTATION, ON THE TRANSPORTATION PLANNING FORUM.

2. RECENT TRANSPORTATION STUDIES WITHIN AND ADJACENT TO METROPOLITAN TORONTO

3. REPORT TO THE ECONOMIC DEVELOPMENT AND PLANNING COMMITTEE ON THE STATUS OF HIGHWAY NO.407

4. SUMMARY OF RAPID TRANSIT CONSTRUCTION WITHIN METROPOLITAN TORONTO

APPENDIX 1.

FINAL REPORT OF THE ASSISTANT DEPUTY MINISTER, PROVINCIAL/MUNICIPAL TRANSPORTATION ON THE TRANSPORTATION PLANNING FORUM

Transportation Planning Forum
July 15 to December 10, 1986

This group of senior planning officials was convened by invitation of the Minister of Transportation and Communication, the Hon. Ed Fulton. Representatives of the Ontario government, Metro Toronto, Durham, York and Peel regions and most of the area Municipalities have met on eight occasions from July 15 to December 10, 1986. Participants are indicated on attachment 1.

Purpose

The Forum was asked to consult and develop information on four major transportation programs serving the movement of people and goods throughout the Greater Toronto Area (GTA). These four programs are:

Municipal Transit
Municipal Roads
Commuter Transit
Provincial Highways

The aim of the consultation process was to obtain information on economic and land use trends, transportation pressures, and the benefits and costs of various Provincial and Municipal proposals. In particular the issues of regional perspective, affordability/staging and equitable distribution of available funds were explored.

The information developed will be used by MTC to inform and assist government in determining the most appropriate allocation of limited transportation funding. Similarly municipal staff will be better able to advise their councils on transportation directions.

Process

The Forum met at various locations in the GTA. At these meetings, all Regional and area Municipalities were able to present the current status of land use and transportation

from their perspectives.

Also the proponents of major transportation proposals made presentations and answered questions. Topics included Network 2011, Mississauga busway, Municipal Road Improvements, GO Transit expansion, Highway 407, Gateways (modal transfer points near municipal boundaries) and the provincial highways program.

The Forum established four working groups which were active throughout the consultation. Two groups addressed the Transportation and Land Use benefits of new, unfunded proposals and their cost. Another group considered the Maintenance and Rehabilitation needs in all transportation programs and the fourth group identified Short Term Operational Improvements which could help to alleviate current congestion levels.

Results

The Forum achieved a comprehensive review of transportation and land use within the GTA. It was not expected that a consensus position would develop on future investment directions.

The Forum was not a decision-making or voting body. However, the information developed, particularly by the four Working Groups, will provide the basis for MTC to advise government on the extent of transportation pressures, the choices which are available and the importance of transportation to the economy of the GTA and the province.

The working group reports are available from the coordinators and should be used with the caution that some information may be incomplete and that all members of the Forum may not endorse the contents. Some highlights from the Working Groups follow.

a) Maintenance, Rehabilitation and Reconstruction - Funding levels for Operations and Maintenance are generally adequate. However, a significant shortfall exists in Rehabilitation and Reconstruction, especially for Municipal Roads and

The benefits of a well maintained transportation system are described and the high future costs of deferring rehabilitation are emphasized. The capacity of the construction industry in supplying needed services should be considered and the program should be expanded gradually.

b) Short Term Operational Improvements - Many, low-cost measures are identified which would provide for better utilization of existing transportation systems and reduce congestion affecting the movement of people and goods throughout the GTA. These improvements can be implemented within a one to three year time period.

Categories of improvement include traffic signal equipment, geometrics, carpool lots, cross-boundary transit, fare and service integration, information systems, and additional staff to manage signals, construction contracts and accidents/ incidents.

Special funding for short term operational improvements should be a separate allocation covering all four programs. Adjacent jurisdictions should attempt to coordinate improvements within major corridors.

c) Development and Land Use Benefits - The need to strengthen the international competitiveness of the GTA is stressed. The transportation strategies should address the support needed to monitor and enhance the viability of Downtown Toronto; the increasing requirements of the growth of all centres; the current and future demand due to rapid population and employment growth in the three Regions surrounding Metro; the revitalization of mature and built up industrial areas; the special interdependence of the Regions and the Core, and the changing industrial practices.

Information is presented on twenty-nine projects which were assigned high priority from a land use perspective. However, the report is a collection of individual viewpoints on the benefits of various improvements and there was a strong divergence of opinion on most of the major projects.

The group identified a need for the provincial government to provide a more significant role in regional planning and transportation.

d) Transportation Benefits - A total of one hundred and fifty projects are described and assessed, in terms of advantages, disadvantages and cost efficiency. A strong endorsement is given to fare and service integration and the identification and protection of gateway opportunities.

Thirty-one projects are assigned a high priority for early implementation. In addition, acceleration is suggested for five committed projects.

Fifteen unsponsored projects were identified by the group and the need to initiate planning studies was emphasized. Overall this working group was able to achieve a high level of consensus on the transportation benefits of the various proposals.

e) Summary of Working Groups - It is clear that this intensive, three month activity was an extremely useful, information-gathering exercise. While there are still some strongly divergent views, particularly on the land use benefits of major transportation proposals, the participants have developed a much better understanding of the region and desirable transportation directions.

Recognizing the financial limitations facing all levels of government, future transportation investment must balance the needs of maintaining current infrastructure and systems, reducing congestion through short term operational improvements and selectively expanding systems to address future needs. The information provided by the working groups is a sound base from which to develop recommendations for future investments.

Future Activities

Individual Forum members will be reporting back to municipal councils and the provincial government. From the results achieved, it appears that a Transportation Planning Forum can be a useful mechanism for ongoing consultation in the GTA.

G.H. Johnston,
Assistant Deputy Minister,
Provincial/Municipal Transportation
and Chairman
Transportation Planning Forum.

Attachment

DISTRIBUTION/ATTENDANCE
Transportation Planning Forum

Delegate	Affiliation
Peter Allen	Region of Peel
Douglas Thwaites	Region of Peel
Al Mekky	Region of Peel
Jack Thompson	Region of Peel
John Marshall	Brampton
Larry Koehle	Brampton
Dan Van Beilen	Brampton
Bill Taylor	Mississauga
Joe Falke	Mississauga
John Thomas	Mississauga
Bill Waite	Mississauga
Alan Theobald	Caledon
John Bower	Metro Toronto
Dick Gordon	Metro Toronto
Doug Floyd	Metro Toronto
Barry Morrison	Metro Toronto
Vince Murphy	City of North York
Roberto Stopnicki	City of North York
Martin Rendl	Borough of East York
L. McCool	City of York
Bob Windsor	City of York
Ken Whitwell	Scarborough
Ed Watkins	Scarborough
Tom Denes	Etobicoke
Ed Sajecki	Etobicoke
Greg Stewart	City of Toronto
Mofeed Michael	Region of Durham
Dave McMullen	Region of Durham
J. M. Mark	Region of Durham
Kees Schipper	Region of Durham
Thomas Mokrzycki	Oshawa
Bob Martindale	Ajax
Ken Chan	Ajax
No Delegate	Pickering
No Delegate	Whitby
Bob Hodgson	Region of York
John Ireland	Region of York
Don Gordon	Markham
Jim Kimble	Vaughan
Bud Newton	Richmond Hill
Les Fincham	Municipal Affairs
Michael Hiscott	Municipal Affairs
Michael Wilson	Ontario Treasury
Tony Salerno	Ontario Treasury
Michael Slusarenko	Ontario Management Board
Carol Lonero	Ontario Treasury
Richard Soberman	Advisor (U of T)
Neil Irwin	Advisor (IBI)
Glen Johnston	GO Transit
Bob Boyle	GO Transit
D. Hobbs	M.T.C.
B. Riddell	M.T.C.
Len Dutchak	M.T.C.
G. Johnston	M.T.C.
E. McCabe	M.T.C.
R. Puccini	M.T.C.
F. Norman	M.T.C.
P. Dalton	M.T.C.
N. Campitelli	M.T.C.

APPENDIX 2.

RECENT TRANSPORTATION STUDIES WITHIN AND ADJACENT TO METROPOLITAN TORONTO

TABLE 2.1

RECENT RAPID TRANSIT STUDIES FOR

FACILITIES WITHIN METROPOLITAN TORONTO

STUDY AND AGENCY RESPONSIBLE	REPORTS AND DATES	
1. Metro/TTC Rapid Transit Study (A.R.T.S.)	o Summary Report o Functional Design o Demand Analysis o Transit Operations Analysis o Land Use and Environmental Review o Surface Transit Improvements o Waterfront and Central Area Options	Spring, 1982
2. GO-ALRT		
Lakeshore	o Final Report	Not published
Northern Section	o Final Report	Not published
	o Assessment of Demand Analysis	December, 1984
3. Metro/TTC		
Downtown Rapid Transit Feasibility Study (DRT)	o 2.01 Problems and Issues to 2001 o 2.02 Alternatives Solutions o 2.03 Summary	May, 1984 March, 1985 Spring, 1985
4. Metro/TTC		
Eglinton West Rapid Transit Feasibility Study	o 4.01 Problems and Issues to 2001 o 4.02 Alternatives Solutions o 4.03 Summary Report	October, 1984 March, 1985 Spring, 1985
5. GO-ALRT Mississauga Centre to Bloor Subway Transit Connection Feasibility Study	o Final Report	March, 1985
6. Metro/TTC		
Sheppard Finch Rapid Transit Corridor Study (S/FRT)	o Final Report o Summary Report	May, 1985
7. Metro/TTC		
Network 2011	o Summary Report o Assessment of Transit System Development Priorities and Strategic Development Objectives o Final Report	May, 1985 June, 1985 June, 1986
8. Metro/TTC Malvern Transportation Corridor - A Review of Options	o Final Report	October, 1986

TABLE 2.2

RECENT SUB-AREA TRANSPORTATION STUDIES

WITHIN AND ADJACENT TO METROPOLITAN TORONTO

STUDY AND AGENCY RESPONSIBLE	REPORTS AND DATES	
1. Scarborough Town Centre Access Study (Scarborough)	o Final Report	June, 1981
2. Central Waterfront Transportation Study (Metro/T.T.C.)	o Final Report	May, 1983
3. Don Valley Corridor Transportation Study (Metro/T.T.C.)	o Final Report	July, 1983
4. Kipling/Islington Transportation Study (Metro/T.T.C./Etobicoke)	o Final Report	October, 1983
5. Markham Transportation Planning Study (Markham/Region of York)	o Final Report o Update in progress	December,1983
6. Mississauga Transportation Study (Mississauga/Region of Peel)	o Final Report	October, 1984
7. North Yonge Centre Transportation Study (Metro/T.T.C.)	o Final Report	January, 1985
8. West Metro Boundary Transportation Review (Metro/T.T.C.)	o Final Report	May, 1986
9. Highland Creek Transportation Study (Scarborough/Metro)	o Final Report	May, 1986

APPENDIX 3.

REPORT TO THE
ECONOMIC DEVELOPMENT AND PLANNING COMMITTEE
ON THE STATUS OF
HIGHWAY No. 407

The Municipality of
Metropolitan Toronto

Planning Department

February 10, 1987

To: The Economic Development and Planning Committee

Re: Highway No.407 Status Report

Recommendation:

It is recommended that the Committee receive this report for information.

Origin:

At its meeting of January 21, 1987, the Committee requested an information report on the present status of Highway No.407 including any information relating to the environmental assessment process. This report responds to that request.

History:

Highway No.407 is a future controlled access Provincial highway that is planned to act as a by-pass for Highway No.401 through Metropolitan Toronto. Highway No.407, planned to have an ultimate eight-lane cross-section, will traverse through the Regions of Peel and York, from approximately Winston Churchill Boulevard in the City of Mississauga to the future East Metro Freeway in the Town of Markham (see Figure No.1). The Highway No.401 by-pass also includes the East Metro Freeway from Highway No.407 through the City of Scarborough to Highway No.401.

The need for Highway 407 was first recognized in the late 1950's and as a result of long range planning studies conducted in the 1960's, the basic routing for this highway has been included in the provincial highway plan for approximately twenty years. The highway planners of the then Department of Highways, determined that the continued urbanization of the Metropolitan Toronto Region would severely congest Highway No.401 and additional east-west highway capacity would be required to relieve Highway No.401 and to serve the planned growth in suburban areas to the north and northwest of Metropolitan Toronto. In addition to providing relief to Highway No.401, Highway No.407 will distribute traffic to the north-south routes across Metropolitan Toronto's northern boundary and assist the Regions of Peel, York and Durham in achieving their development goals.

Current Status:

The planning and construction of a provincial highway has four major stages; planning, pre-design, detailed design and construction.

The planning for Highway No.407 is essentially complete; the only section where planning studies are still underway is between Woodbine Avenue and the future East Metro Freeway. The only pre-design studies (functional plans) completed to date have been for the section between Highway No.427 and Bayview Avenue.

Detailed designs and construction documents have been finalized for a number of the major interchanges between Highway No.427 and Dufferin Street. These projects would be the first to proceed if and when construction commences. None of the Highway No.407 sections are currently included in the Ministry of Transportation and Communication's 5-year construction program. The first section has been tentitively scheduled for construction near the end of the Ministry's long range 10-year program.

Environmental Assessment Status:

Provincial highway projects are required to be reviewed under the Environmental Assessment Act, unless they have been exempted. When the Parkway Belt West was announced in 1973, Highway No.407 was included as a major component of the plan. Subsequent to this announcement, the Ministry of the Environment exempted the Parkway Belt West plan from the formal requirements of the Environmental Assessment Act.

Since Highway No.407 is considered part of the Parkway Belt Plan, the planning, design and construction of Highway No.407 are also exempt from the Environmental Assessment process. However, Ministry of Transportation and Communications staff advise that the impacts of the highway have been investigated and possible mitigating measures to reduce these impacts have been identified and will be included in the final designs.

Estimated Cost and Construction Phasing:

The start of the construction of Highway No.407 was one of the main topics of discussion at the meetings of the Greater Toronto Area Transportation Planning Forum. Both the Region of Peel and the Region of York have identified an immediate need to begin construction of Highway No.407 to relieve existing and future traffic congestion and to promote continued growth in those municipalities.

Table No.1 illustrates the possible construction staging of Highway No.407 proposed by Ministry of Transportation and Communications staff during the discussions of the Transportation Planning Forum. It is estimated that given normal construction funding, Highway No.407 would take approximately twenty years to complete, at a total cost of $507 Million ($1986); if the East Metro Freeway is included the total cost would be $618 Million ($1986). While Ministry of Transportation and Communications staff were not able to indicate during these

discussions whether this schedule could be compressed if significant additional funds were made available for construction, they did indicate that if funding were made available for Highway No.407 immediately, construction could begin on the first contracts within one year.

TWM/br

R.J.Bower
Commissioner of Planning

TABLE 1.

Highway No.407 Section Priority (including East Metro Freeway)

Priority	Section	Length	Cost ($1986)*
A. 1.	Highway No.427 - Highway No.400 (6 lanes)	10 Km.	$200 Million
2.	Highway No.400 - Woodbine Avenue (6 lanes)	13 Km.	$94 Million
3.	Highway No.410 - Highway No.427 (6 lanes)	10 Km.	$88 Million
4.	Woodbine Avenue - East Metro Freeway (4 lanes)	11 Km.	$63 Million
5.	Highway No.401 - Highway No.410 (4 lanes)	12 Km	$62 Million
B.	East Metro Freeway (4 lanes)	12 Km.	$111 Million
	Total Highway No.407	56 Km.	$507 Million
	Total East Metro Freeway	12 Km.	$111 Million
	Total	68 Km.	$618 Million

* Capital cost for cross-section as noted.

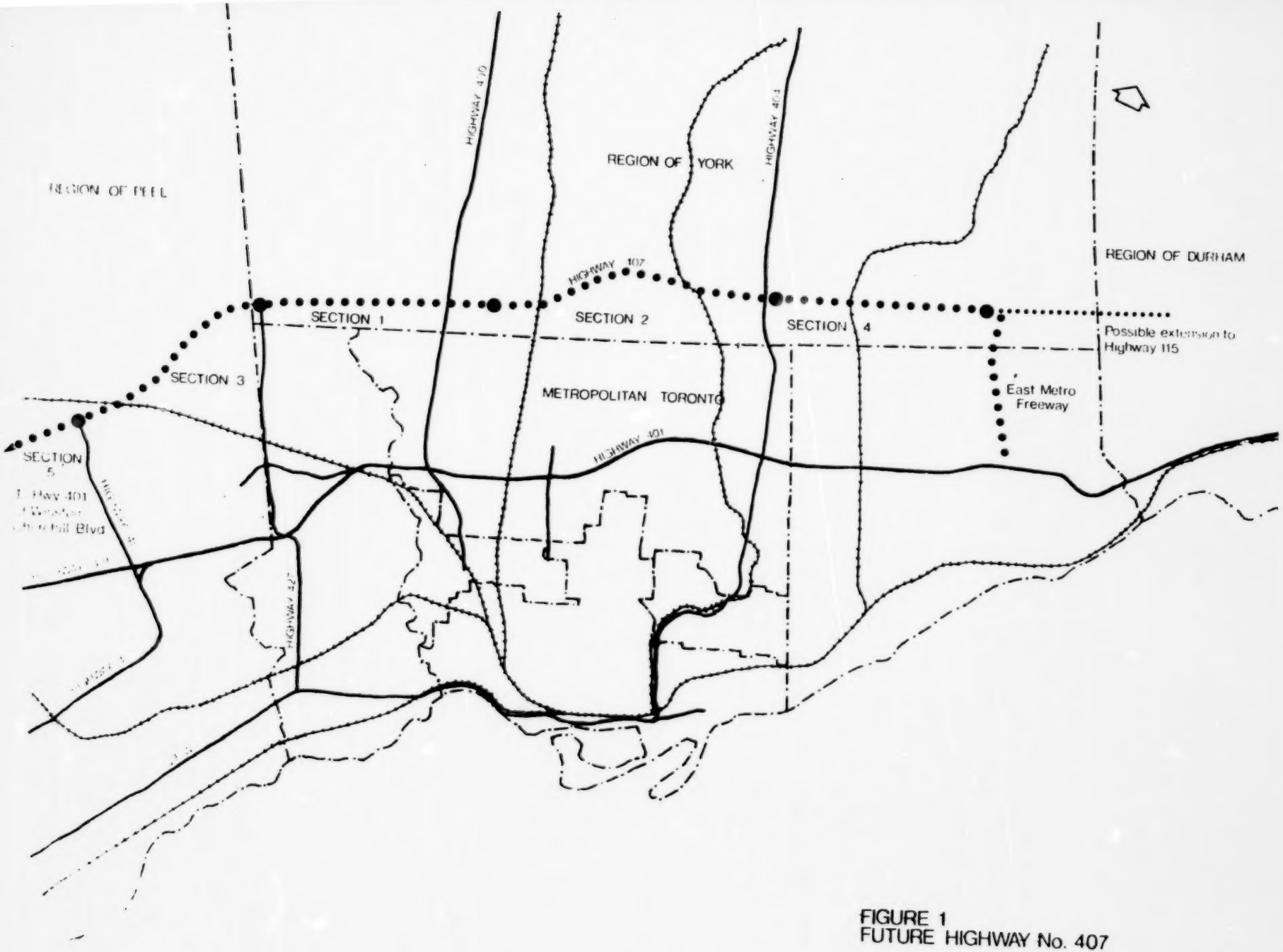


FIGURE 1
FUTURE HIGHWAY No. 407

APPENDIX 4.

SUMMARY OF RAPID TRANSIT CONSTRUCTION WITHIN METROPOLITAN TORONTO

Table 4.1

Summary of Rapid Transit Construction Within Metropolitan Toronto

	Rapid Transit Line	Section	Date Opened	Length (miles) ($ millions)	Construction Cost ($1985)	Construction Period (Years)
1.	Yonge Subway	Union Station to Eglinton Station	Mar/54	4.6	$ 303.8	5
2.	University Subway	Union Station to St. George Station	Feb/63	2.4	$ 152.6	4
3.	Bloor/Danforth Subway	Keele Station to Woodbine Station	Feb/66	8.0	$ 514.3	4
4.	Bloor/Danforth Subway	Extensions to Islington Station and Warden Station	May/68	6.1	$ 243.6	3
5.	Yonge Subway	Extensions to Sheppard and Finch Stations	to Sheppard Mar/73	4.0	$ 290.3	5
			to Finch Mar/74	1.4	$ 89.7	3
6.	Spadina Subway	St. George Station to Wilson Stn.	Jan/78	6.2	$ 445.5	3
7.	Bloor/Danforth Subway	Extensions to Kipling Station and Kennedy Station	Nov/80	2.6	$ 157.4	5
8.	Scarborough RT	Kennedy Station to McCowan Stn.	Mar/85	4.4	$ 196.8	6
9.	Yonge Subway	North Yonge Centre Station between Sheppard and Finch Stations	June/87*	-	$ 18.8	2
			Total		$2,412.8	

* expected opening date

Summary of Rapid Transit Construction Within Metropolitan Toronto

1. **Yonge Subway (Union Station to Eglinton Station)**

   Toronto's first subway was built to relieve the congestion on the heavily used Yonge streetcar line. As the Yonge streetcar line carried over 10,000 passengers per hour in peak periods, there was a need to move to a higher capacity mode of transportation and to provide transit users with a higher quality service.

2. **University Subway (Union Station to St. George Station)**

   This short subway line was built in anticipation of the Bloor-Danforth line. The purpose of the University line was to divert Bloor-Danforth riders away from the Yonge line when travelling to and from the downtown core. By the time the University and Bloor-Danforth lines were built, the Yonge line was already heavily congested.

3. **Bloor/Danforth Subway (Keele Station to Woodbine Station)**

   Like the first section of the Yonge line, the initial section of the Bloor-Danforth line was built to relieve congestion on a surface streetcar route and to provide users with faster, more reliable service. The east-west line was built along Bloor/Danforth instead of Queen Street as originally planned since the "heart of the city" was gradually moving northward.

4. **Bloor/Danforth Subway Extensions to Islington Station and Warden Station**

   These extensions of the Bloor/Danforth subway brought rapid transit service into the east and west suburban areas of Metropolitan Toronto to provide improved service and to promote transit usage in the suburban areas.

5. **Yonge Subway Extensions to Finch Station**

   The extension of the Yonge subway to Finch Avenue brought rapid transit service into the northern suburbs of Metro Toronto to provide the same service as had been provided by the Bloor/Danforth extensions.

6. **Spadina Subway (St. George Station to Wilson Station)**
The objective of this line was to relieve the congestion occurring on the Yonge line and to extend rapid transit service into the growing north-west part of Metropolitan Toronto.

7. **Bloor-Danforth Extensions to Kipling Station and Kennedy Station**
These extensions were constructed to address operational objectives and to further extend rapid transit service into the suburban areas of Etobicoke and Scarborough.

8. **Scarborough Rapid Transit (SRT) (Kennedy Station to McCowan Station)**
The SRT was built as the catalyst for development at the Scarborough City Centre. Specifically, the SRT was constructed to promote the development of a major regional employment centre outside of the downtown core.

9. **North Yonge Centre Station**
The North Yonge Centre station is currently being constructed between the Finch and Sheppard Stations on the Yonge line to provide improved transit accessibility to the North Yonge Centre area.

The Municipality of
Metropolitan Toronto

Planning Department

April 14, 1987

To: The Chairman's Committee on Regional Transportation Issues

Re: Future Transportation Needs in the Greater Toronto Area

Recommendations

The present structure of the Greater Toronto Area with its vital Central Area and high residential densities compared to other North American cities is attributable to the initiatives taken in the provision of transportation facilities, particularly the rapid transit subway construction program. The 75 per cent peak period transit modal split to the downtown core is indicative of the success of these initiatives.

The more recent initiatives, which involve the promotion of sub-centres in Metropolitan Toronto to better serve suburban areas and decrease dependency on the Central Area for many regional functions, take advantage of the existing investment in total infrastructure, particularly the radial rapid transit network.

While recognizing the varied transportation needs of the growing region, it is critical to continue a program of expansion of the rapid transit network together with essential road improvements which will enable the successfully developing sub-centres to mature. The benefits of these initiatives will, in addition to supporting the sub-centres, provide an expanded public transit system to focal points other than the Central Area to serve diverse travel demands of the population.

A sound transportation system is an important factor in the promotion of economic activity in the G.T.A. including the creation of new employment opportunities and the generation of economic spin-offs from the transportation construction program.

The G.T.A. must maintain its competitive edge by immediately commencing the implementation of required transportation facilities on the understanding that the proposed network will take many years to complete.

It is therefore recommended that, having regard for the conclusions of the recently completed Transportation Planning Forum and the attached report, Metropolitan Council advise the Minister of Transportation and Communications that:

1. A high quality transportation network is extremely important to the social and economic development of the Greater Toronto Area and accordingly additional Provincial funds for transportation improvements are required on a continuous basis to provide for:

(a) a significant increase in Provincial subsidies within the Municipal Roads and Municipal Transit programs to ensure that the maintenance, rehabilitation and reconstruction of existing infrastructure throughout the G.T.A. can be carried out in a timely and cost-effective manner;

(b) a new and separate Provincial funding program for short term operational improvements within the G.T.A. to ensure that maximum benefit is being achieved from existing infrastructure; and

(c) an expansion of the G.T.A. transportation network to allow for:

(i) accommodation of population and employment growth in newly urbanizing areas which will be largely in the Regions surrounding Metropolitan Toronto but would also include new residential and industrial areas in the north-east portion of Scarborough; and

(ii) intensification of development at strategic locations within the existing urban area which will strengthen the role of transit and the accessibility to these multi-use centres and activity areas;

2. Decisions to establish funding levels and priorities among and within the various M.T.C. programs must recognize that:

(a) notwithstanding growth that will occur in the Regions surrounding Metropolitan Toronto in the coming years, a perspective must be maintained that, in terms of population, employment and overall economic significance, Metropolitan Toronto will remain pre-eminent and therefore will continue to be the focus of travel demand within the Greater Toronto Area;

(b) Metropolitan Toronto has adopted plans and policies for the development of a multi-centred urban structure supported by capital intensive transit facilities, and additional and continued financial support from the Province must be forthcoming if the ultimate social and economic objectives are to be achieved;

(c) Metropolitan Area Municipalities need to revitalize older industrial and commercial areas and to do so will require significant transportation improvements (for example the Eglinton West rapid transit line in the City of York and the Leslie Street extension in the Borough of East York); and

(d) while the cost of providing the same increment of transportation capacity will be greater for improvements within Metropolitan Toronto compared with those within the surrounding Regions due to

Metropolitan Toronto's mature urban environment, the benefits must be viewed in a full network context which considers the high value of the existing Metropolitan transportation infrastructure and the need to enhance previous public investments;

3. Metropolitan Council has attached high priorities to the following:

(a) the maintenance, reconstruction and rehabilitation of its existing road and transit infrastructure and the retention of existing levels of transit service. These must be secured through increased levels of funding from the Provincial programs for Municipal Roads and Municipal Transit; and

(b) the expansion of the municipal road and transit networks consistent with the Metropolitan Toronto Official Plan and proposed amendments thereto.

With respect to the Municipal Roads program:

(i) Provincial subsidies for Municipal Road projects must be increased in order for Metropolitan Toronto and its Area Municipalities to undertake system development projects to satisfy existing and future road needs, such projects to include intersection improvements, widenings of existing roads and construction of missing links such as Finch Avenue West between Islington Avenue and Albion Road; and

(ii) special Provincial subsidies will be required for the Gardiner Expressway widening and the Leslie Street and Front Street extensions, in the event that Metropolitan Council approves these projects. All three projects are the subject of current environmental and feasibility studies.

With respect to the Municipal Transit program:

(iii) Council's top priority is the first phase of the Sheppard subway (from Yonge Street to Victoria Park Avenue). The Province should make an immediate commitment to provide a 75 per cent. subsidy for the capital cost of this project.

In order to accommodate the expected growth in travel in the suburban areas of the Greater Toronto Area (including within Metropolitan Toronto) the remainder of the Sheppard subway and the Eglinton West rapid transit line will also need to be constructed.

Recognizing the lead time required to obtain the necessary approvals, undertake the detailed design and construct both lines, the expansion of the rapid transit network must begin as soon as possible;

(iv) in order to promote the development of the Kipling/Islington area in Etobicoke as a major centre, and provide an improved transit connection to the Mississauga City Centre, Council supports the early relocation of the Mississauga Transit bus terminal from Islington Station to Kipling Station and the phased implementation of a Mississauga Transit bus link from Mississauga City Centre to Kipling Station;

4. Metropolitan Council's position respecting the expansion of the Provincial road and transit networks is as follows:

(a) Provincial Highways

Council requests the Minister of Transportation and Communications to review whether the widening of Highway No.7 across south York Region and other east-west arterial road widenings could be accelerated as a method of deferring construction of Highway No.407.

Regardless of when Highway No.407 is constructed, it should be programmed in such a way that it does not jeopardize the implementation of the first phase of the Sheppard subway and other essential road improvements within Metropolitan Toronto in the time frames requested by Metropolitan Council; and

(b) GO Transit

Council supports the incremental expansion of commuter rail services to respond to the travel needs of the Central Area (particularly Lake Shore West, Milton, Georgetown and Richmond Hill);

5. Council supports the implementation of fare and service integration among the Toronto Transit Commission, GO Transit and surrounding municipal transit agencies provided that a financial arrangement acceptable to Metropolitan Council can be developed which would have no adverse impact on T.T.C. fares;

6. Council supports a planning study on the gateway concept, to be co-ordinated by the Ministry of Transportation and Communications, which would identify specific strategic locations where gateways could be implemented throughout the region and test the overall feasibility of the concept. Council's support is based on the understanding that the gateway concept will be compatible with the Metropolitan Toronto Official Plan policies, particularly those related to transit oriented sub-centres; and

7. Council requests the establishment by the Ministry of Transportation and Communications of a formalized transportation planning co-ordination process with the Regional Municipalities of the Greater Toronto Area and Metropolitan Toronto which would:

   (a) have as its major objective, the development and continuous updating of a regional planning and transportation framework for the Greater Toronto Area; and

   (b) facilitate regular municipal input from the Regions and Metropolitan Toronto into the Provincial decision making process on setting priorities and determining subsidies for implementation of major transportation improvements.

Introduction:

In May of 1986 (just prior to Metropolitan Council's final consideration of the Network 2011 proposals), the Minister of Transportation and Communications advised the four regions of Metropolitan Toronto, York, Durham and Peel of the Provincial concerns respecting the movement of people and goods in the Greater Toronto Area (G.T.A.). In his letter, the Minister indicated the intent of the Province to carry out a G.T.A. transportation investment review and, within the context of this review, to establish a "process of consultation and co-operation involving the Province, municipalities, other interested parties and the public". The Deputy Minister subsequently advised the Metropolitan Chairman by letter of June 11, 1986, that the consultation process would be achieved through a Transportation Planning Forum. The purpose of the Forum was to review the growth trends and major transportation issues within the G.T.A., in order that a full regional perspective could be developed to aid the Ministry of Transportation and Communications in its recommendations to government with respect to future transportation investments.

At its meeting of September 16, 1986, Metropolitan Council adopted Clause No.1 of Report No.22 of the Executive Committee, recommending the establishment of a Chairman's Committee on Regional Transportation Issues, the purpose of which is to "monitor the Transportation Planning Forum with a view to protecting Metropolitan transportation goals and funding needs".

The activities of the Transportation Planning Forum have recently been concluded. The purpose of the attached report is to summarize and review the various reports of the Forum, to review the findings of additional Metropolitan staff analyses and to present a position for Metropolitan Council to put forward to the Provincial Government with respect to the need for major investments in existing and proposed transportation facilities within the Greater Toronto Area.

Activities of the G.T.A. Transportation Planning Forum:

The Transportation Planning Forum was an organization of senior level staff from the Province, the regional municipalities of Metropolitan Toronto, York, Durham and Peel and those area municipalities most affected by the various transportation proposals. Metropolitan Toronto was represented by the Commissioner of Planning. All of the Metropolitan municipalities were also represented, in most cases by their planning Commissioners. The Chairman of the Forum was the Assistant Deputy Minister, Municipal/Provincial Transportation, Ministry of Transportation and Communications and the activities of the Forum were co-ordinated by Ministry of Transportation and Communications staff.

The main purpose of this process was to "provide a forum for discussion and a medium through which technical staff advice would flow to municipal councils and the Minister with respect to major transportation investments in the G.T.A." It was not intended that the Forum would make decisions to implement particular initiatives.

A total of eight meetings of the Forum were held during the six month period from July to December, 1986. At these meetings all municipalities had an opportunity to express their views with respect to the need for transportation investments affecting their own jurisdiction. At the second meeting of the Forum, four working groups were established to review specific areas:

(1) maintenance, rehabilitation and reconstruction;
(2) short term operational improvements;
(3) land use/development benefits of proposed improvements; and
(4) transportation benefits of proposed improvements.

These working groups were comprised of staff from Metropolitan Toronto, each of the surrounding regions and various area municipalities and Provincial ministries.

A number of reports were produced as a result of the Forum's efforts. Two short reports were submitted by the Chairman of the Forum: a three page interim report dated November 14, 1986 and a five page final report dated December 16, 1986 (Appendix 1 in the bound report). Both reports deal primarily with process and contained no specific recommendations about the implementation of proposed transportation improvements. The primary documentation of the Forum's activities is contained in the reports of the four working groups.

The Forum Working Group Reports

The Maintenance, Rehabilitation and Reconstruction Working Group identified that annual expenditures of $1.16 Billion (1986) are required for the upkeep and operation of the existing transportation infrastructure within the

G.T.A. This is an increase of $166 million annually over current spending, the majority of which has been identified for the Municipal Roads and Municipal Transit programs. The group recommended that the Ministry of Transportation and Communications consider this element as the first priority of its overall program for the G.T.A.

The Short Term Operational Improvement Working Group identified that a separate program area should be created and funded by the Ministry of Transportation and Communications (initially estimated at $50 Million (1986) per year) to permit the implementation of short term improvements that would optimize the use of existing infrastructure within the G.T.A. The types of improvements identified by the working group include intersection improvements and are particularly relevant to Metropolitan Toronto since the Metropolitan arterial road system is essentially complete and relatively few opportunities are available for major improvements.

The Land Use/Development Benefits working group examined the benefits accruing from the major transportation proposals within the G.T.A. from a land use/development perspective, and although the group was able to identify highly ranked projects according to a number of different criteria, they were not able to reach firm conclusions on the relative importance of the transportation projects.

The Transportation Benefits Working Group did not undertake any additional comprehensive transportation systems analysis during the review of major new projects within the G.T.A. The Working Group sorted the projects under consideration into (i) "individual" projects (major, costly and inter-regionally significant); and (ii) "grouped" projects (less costly, more local in nature). The Group identified six "individual" projects considered to be highly worthy of early implementation; these included the Front Street/Gardiner Widening in Metro, Rutherford Road/16th Avenue widening in the Region of York, Eglinton Avenue widening in the City of Mississauga, Phase I of the Mississauga bus connection to Kipling station, sections of Highway No.407 and selective expansion of the GO Rail System. The three Metropolitan Toronto rapid transit proposals, Sheppard Subway, Eglinton West Rapid Transit Line and Downtown Rapid Transit Line, were considered to be of significantly less priority. These findings were based on the results of Working Group discussions of the advantages and disadvantages of each project using data supplied by the proponents and the results of a simplistic cost benefit formula, the use of which was not supported by Metropolitan staff due to its numerous technical shortcomings. The Working Group also identified 36 highly rated projects within the "grouped" category, 13 of which are within Metropolitan Toronto. In addition to commenting on proposed projects within the G.T.A., the Transportation Benefits Working Group also endorsed the concept of fare and service integration between the various transit agencies within the Region and recommended for further study the concept known as "Gateways".

In assessing the efforts of the four working groups, it is clear that the results of the Maintenance, Rehabilitation and Reconstruction Working Group and Short Term Operational Improvement Working Group are straight forward and, therefore, could easily be incorporated by the Ministry of Transportation and Communications into a regional strategy for the maintenance and enhancement of the existing G.T.A. transportation infrastructure. Metropolitan and T.T.C. staff endorse the recommendations of these Working Groups. The Land Use/Development and Transportation Benefits Working Groups' results however, cannot easily be translated into an overall regional strategy for major transportation improvements. The efforts of these individual working groups were neither conclusive in the case of Land Use/Development Benefits, nor sufficiently comprehensive in the case of Transportation Benefits. Nor did the Forum attempt to provide a comprehensive assessment of projects based on the total (transportation and land use) benefits. As a result, it was not possible for the Forum to reach a consensus on an overall implementation strategy for investments in the expansion of the road and transit networks within the G.T.A.

The Regional Perspective:

As a result of the somewhat limited review of the major proposals for expansion of regional transportation network by the Forum, Metropolitan and T.T.C. staff undertook further analysis of population, employed labour force, employment and travel growth within the G.T.A. to identify, on a regional basis, the future transportation demands that will need to be accommodated.

The major findings of this review are:

- o population within Metropolitan Toronto is expected to grow by 56,600 during the period 1981-2011 compared to a growth of 1,195,000 in the Regions surrounding Metropolitan Toronto. Although total population within Metro, as a percentage of G.T.A. population, will decrease from 63% in 1981 to 47% in 2011, nearly half of all the population within the G.T.A. will still reside in Metropolitan Toronto by 2011;

- o employed labour force within Metropolitan Toronto is expected to increase by 17,200 between 1981-2011 and increase in the Regions by 616,900. The employed labour force within Metro is expected to actually decrease after 1991 due to the aging of the Metropolitan population;

- o employment within Metro is expected to increase by 245,000 between 1981-2011 compared to an increase of 543,300 in the Regions. Total employment within Metro as a percentage of total G.T.A. employment is expected to decrease from 70% in 1981 to 58% in 2011. Within Metro approximately 1/3 of the employment growth is expected to occur within the Central Area and 1/3 to 1/2 is expected to occur in the Metropolitan Centres and other nodes of employment adjacent to the rapid transit network;

- o daily work trip travel demand into Metropolitan Toronto from the surrounding Regions is expected to grow by 235,900 trips between 1981-2011. Inbound journey-to-work flows across the Metropolitan boundary from Halton, Peel and Durham are expected to double by 2011, while flows from York are expected to almost triple, with a heavy concentration in the Yonge Street corridor. These cross boundary trips represent 40% of the total work travel generated by new labour force in the surrounding regions;

- o daily work trip travel growth within the Regions (exclusive of Metro destined trips) is expected to grow by 351,500 trips between 1981-2011; however, even with all this growth outside Metropolitan Toronto, more than 67% of all daily work trips within the G.T.A. by 2011 is expected to have at least one origin or destination within Metropolitan Toronto; and.

- o significant growth in daily work travel is expected into the Central Area of Toronto, heavily concentrated from the west, and to a lesser extent, the northwest and north (largely from the surrounding Regions).

The above findings confirm the conclusions of previous studies conducted by Metropolitan, Regional and Provincial staff that significant improvements to the region's road and transit networks will be required to accommodate the future travel demands within the G.T.A. Such improvements will be required to serve travel demands in the suburban areas of the G.T.A., both within Metropolitan Toronto and the Regions beyond, and to serve the growing travel demands to the Central Area of Metropolitan Toronto.

An area which did not receive sufficient attention during the Forum's discussions is the need for an urban structure plan and/or policies for the overall G.T.A. Metropolitan Toronto, through its Official Plan, encourages a multi-centre urban structure that provides for a rational distribution of population and employment to encourage economic growth, but also attempts to minimize the need to travel long distances to work. Policies contained in the Official Plan provide for an even distribution of housing types and densities, industrial employment, and sub-centres of various sizes that encourage the use of the public transit system. Policies with these types of themes would serve the Province well in providing a basis for decisions with respect to transportation investments in the G.T.A. The current lack of a structure plan for the G.T.A. together with the continued implementation of major highway projects, will no doubt result in the development of a widely dispersed suburban area with low densities. In the absence of a comprehensive structure plan for the G.T.A., it is imperative that the Province initiate a formalized process with the Regional Municipalities and Metropolitan Toronto which would facilitate the review of municipal input and its consideration in the Provincial decision making process for major transportation investments within the G.T.A.

Conclusions:

The Forum has achieved some degree of success in reviewing the overall transportation needs of the Greater Toronto Area. The activities of the Forum have particularly been beneficial in reviewing Maintenance, Rehabilitation and Reconstruction needs and in assessing the scope for Short Term Operational Improvements. Through the former review it has been recognized by M.T.C. officials that both the Municipal Roads and Municipal Transit programs will require substantial injection of Provincial funds if the region's road and transit infrastructure is to be kept in a well maintained state and if excessive future costs (caused by deferring these activities) are to be avoided. Such an injection of funds is fully supported by Metropolitan and T.T.C. staff, since the maintenance, rehabilitation and reconstruction of the Metropolitan road and transit infrastructure is a high priority of Metropolitan Council. Through the assessment of various types of short term improvements, it was determined that many such improvements would be of considerable value, but are not being undertaken because of a lack of funding at the Provincial level. It was for this reason that the Working Group on Short Term Operational Improvements recommended the establishment of a separate funding program at a level of $50 million per year. Metro and T.T.C. staff also support this proposal.

The most difficult part of the Forum's activities related to the assessment of major transportation improvements proposed by various municipalities and agencies. The prime objective was to undertake this assessment in a regional context. Within the time frame of the Forum, very little new work could be undertaken and it was not possible to analyze the transportation system requirements in a comprehensive way. Nor was it possible to merge the results of the Transportation Benefits Working Group with the limited results of the Land Use/Development Benefits Working Group. These shortcomings led Metropolitan and T.T.C. staff to review in more detail major data sources and previously completed work from a regional perspective.

A review of population, employed labour force and employment projections for the Greater Toronto Area shows that Metropolitan Toronto's population will stabilize, its labour force actually decrease after 1991, but its employment will continue to grow by approximately 250,000 jobs to the year 2011 (with roughly a third of the total growth expected to occur in the Central Area of the City of Toronto). As a result, the net flow of commuters into Metropolitan Toronto is expected to more than double in the next 30 years. The majority of the growth in trips will come from the west (Peel and Halton), and from York to the north, and will be destined to suburban Metropolitan locations. The new suburban jobs will be distributed throughout Metropolitan Toronto with concentrations occurring at designated centres, particularly the North York and Scarborough City Centres and the Kipling/Islington Centre in Etobicoke. Staff support the strengthening of these sub-centres through the provision of essential road improvements and additional

rapid transit services, the latter including the Sheppard subway for the North York and Scarborough City Centres and the phased implementation of the Mississauga Transit bus link to a relocated Mississauga Transit bus terminal at Kipling Station for the Kipling/Islington Centre (and the Mississauga City Centre).

There will also be strong growth in travel to the Central Area mainly from beyond Metro and particularly from the west. These new trips to the Central Area will have to be accommodated by transit improvements (particularly commuter rail), the Gardiner Expressway widening and Front Street extension.

In the suburban areas of Metro and particularly the regions beyond, the road network will have to be expanded to accommodate future growth. A prime example within Metropolitan Toronto is the recommended widening of Sheppard Avenue needed to support development in the North York City Centre. However, the Province should recognize that the cost of providing the same increment of transportation capacity will be greater for improvements within Metropolitan Toronto compared with those within the surrounding Regions due to Metropolitan Toronto's mature urban environment. Provincial subsidies should be increased to allow Metropolitan Toronto and its Area Municipalities to undertake possible improvements to satisfy existing and future road needs. In addition to the Gardiner Expressway widening and Front Street extension mentioned above, the Leslie Street extension is also a high priority and the construction of these three major improvements will require special Provincial subsidies due to their high capital cost. Within the Provincial Highway program, the recently announced Highway No.401 core/collector widening to Brock Road in Pickering is the top priority and this project should be accelerated if possible. Other Provincial highway projects have been supported by staff during various studies within and adjacent to Metropolitan Toronto and these should be implemented as now programmed by the Ministry.

In addition to increased Provincial funding for road improvements, positive steps will need to be taken to increase the accessibility to rapid transit for the suburban areas of Metro and the Regions beyond, in an attempt to minimize congestion on the region's road network (as a result of continued low density suburban development). Two particular transit related issues were discussed frequently during the course of the Forum's activities and were generally supported: fare and service integration; and the concept of intermodal transfer points or 'gateways'. Notwithstanding the benefits of these measures, improvements to GO Rail services and an expansion of the T.T.C. rapid transit system into the suburban areas of Metropolitan Toronto will be required.

With respect to fare and service integration among the various transit operators (including the T.T.C.), there is no doubt that this would be a very positive step, particularly from the users' perspective. Better integration of GO Transit and T.T.C. will also permit a more efficient use of the total transit

system, thus helping to squeeze more output from our existing infrastructure. Metropolitan and T.T.C. staff are generally supportive of transit fare and service integration, on the understanding that acceptable financial arrangements among the transit agencies, M.T.C. and the municipalities need to be resolved. In particular, there should be no adverse impact on T.T.C. fares.

The concept of 'gateways' was also widely accepted by participants of the Forum. A system of gateways or major terminals would be developed within a broad band, generally beyond the Highway 427/Highway 401 cordon to facilitate a change of travel mode from auto to rapid transit, or from one transit mode to another. For the gateway concept to be successful, a high level of transit accessibility within this cordon will be essential. In this regard, the further expansion of the rapid transit network through the implementation of the Sheppard subway and the Eglinton West R.T. line would significantly increase transit accessibility for non Central Area destined trips. Even if a comprehensive system of gateways can be implemented, it should be stressed that major investments in transportation infrastructure will still be required. As concluded by the Transportation Benefits Working Group of the Forum, further study of this concept is necessary to determine its full implications. Council should therefore indicate its support for a planning study to be co-ordinated by M.T.C. which would identify specific strategic locations where gateways could be implemented throughout the region and test the overall feasibility of the concept. Council's support should be on the basis that the gateway concept will be compatible with the policies of the Metropolitan Official Plan, particularly those related to transit oriented sub-centres.

Over the past thirty years, the continuous development of the rapid transit system has been a positive influence in the maturing of Metropolitan Toronto as a world class city with a strong and vital Central Area, growing sub-centres and a relatively high level of mobility. The first phase of the Sheppard subway is seen as a critical step in the continuation of the expansion of the public rapid transit system, a step that will assist the maturing of G.T.A. development over the next 30 years in the same way as the construction of the existing subway system did for Metropolitan Toronto over the last 30 years. It should be noted that, as can be seen from Appendix 4 in the attached report, much of the expansion of the rapid transit system (beyond the initial sections of the Yonge, University and Bloor/Danforth lines) was not justified primarily on a travel demand basis.

By serving both major centres designated in the Metropolitan Official Plan, the Sheppard subway will enable the current development momentum in these centres to continue and to eventually allow North York and Scarborough to achieve mature sub-centres with a full range of urban amenities. Ultimately this line could be extended to the Renforth/Eglinton area and connected with the Eglinton West rapid transit line in Peel to provide service to Mississauga City Centre and beyond. In the east, the line could be extended into Durham Region to connect

with the Lake Shore East GO commuter rail service. In the interim construction of the Eglinton West rapid transit line within Metropolitan Toronto, together with the Sheppard subway east of the Spadina subway, would provide a major east-west route across Metropolitan Toronto. Subsequent to its consideration of the final Network 2011 report, Metropolitan Council has adopted an amendment to the Metropolitan Official Plan which provides for the future implementation of these two lines. It should be recalled that it was this concept of a major east-west inter-regional rapid transit service which was the objective of the Province when it announced the GO-ALRT program. While the GO-ALRT technology is no longer considered appropriate, and the timing of implementation is not as urgent, the provision of a major east-west inter-regional rapid transit service remains a valid long-term objective. The Sheppard subway would be the first step in the provision of such a service. It would also result in a significant reduction to the T.T.C's future annual bus capital and operating costs by reducing the number of buses and staff that would otherwise be required.

While there is little doubt that Highway No.407 will eventually be required, from an overall regional urban structure point of view, it would be a mistake to accelerate its implementation at the expense of other more immediate priorities. The new development, which would be triggered by a commitment to begin construction on this project now, would be entirely automobile oriented. Widenings of the east-west arterials in the Highway No.407 corridor are feasible and in some cases, such as Highway No.7, are already programmed. The timing of such improvements should be reviewed by the Ministry of Transportation and Communications with the objective of undertaking these less expensive improvements prior to starting construction of Highway No.407. Without an immediate commitment to the expansion of the rapid transit system, the start of construction on Highway No.407 would represent a major change in direction in terms of the development of the urban form of the metropolitan region, one that would lead to a less efficient operation, particularly from a transportation standpoint. If the region is to accommodate the scale of growth now projected, public transit will have to play an increasingly important role. A prior commitment to the Sheppard subway would not only allow the continued promotion of the 'transit option', but also allow the present development momentum in the North York and Scarborough City Centres to be maintained, thereby increasing our ability to obtain the maximum benefits from past major infrastructure investments.

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